PROCEEDINGS

OF

THE SUB-COMMITTEE,

PUBLIC SERVICE COMMISSION.

— —

SALT DEPARTMENT.

PART I.

NORTHERN INDIA.

PART II.

BOMBAY AND MADRAS.

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Members of the Sub-Committee.

SIMLA—

The Hon'ble J. W. Quinton, C.S., C.S.I.

A. B. Patterson, Esq., C.S., *Departmental Member.*

Sir Charles A. Turner, Kt., C.I.E., *President.*

PROCEEDINGS

OF

THE SUB-COMMITTEE,

PUBLIC SERVICE COMMISSION.

NORTHERN INDIA.

Salt.

Section I.—Note by the Sub-Committee.

The Salt Department in Northern India is charged with the collection of the Salt revenue and the production of salt in the Punjab, North-Western Provinces and Oudh, one-third of the Central Provinces, the whole of the Rajputana and Central India Agencies, and Behar. Prior to 1869 large quantities of salt were supplied to Northern and Central India from the Sambhar Lake and from other Salt sources and Salt works in Native States. In order to protect the Salt revenue, a Customs line was maintained extending across the Peninsula, from the Indus to the Mahanadi, 2,300 miles in length, guarded by nearly 12,000 men, at a cost of upwards of 16 lakhs of rupees a year. At this barrier duty was levied upon salt imported from Native States, and upon sugar exported from British territory. In 1869, under the Government of Lord Mayo, the Sambhar Lake was taken on lease; and as a step towards the ultimate equalization of the Salt duty throughout India, the rates were raised in the Madras and Bombay Presidencies. In 1877, under Lord Northbrook, arrangements were made which rendered possible the abolition of about 800 miles of the Customs line. In 1878, under the Government of Lord Lytton, Sir John Strachey, then Financial Member of Council, again raised the rates of duty in Madras and Bombay, and reduced those in Northern India and Bengal, thus making a further approximation to uniformity. In the same year treaties were made with no less than 31 Native States, and a monopoly obtained of the remaining Salt sources in Rajputana; and from the commencement of the financial year 1879-80 the entire Customs line for the collection of Salt and sugar duties was abandoned. In 1882, under Lord Ripon, an uniform duty was imposed on Salt throughout British India except the Kohat District.

The number of distinct sources of salt-supply farmed or leased by the British Government, and worked under the management of the Northern India Salt Department, is eight—the Punjab Mines, the Delhi Salt Sources, the Sambhar Lake, the Didwana Salt Lake, the Pachbadra Salt Source, the Phalodi Salt Source, and the Luni Tract.

The Kohat Mines beyond the Indus are not under the Salt Department, but are managed by the Deputy Commissioner of the Kohat District. The Department, however, maintains a Preventive line along the river Indus in order to check smuggling from Kohat. This line is 325 miles in length, and is guarded by upwards of 500 officers and men. A large quantity of salt from this source is exported across the frontier, and for political reasons the duty is maintained at a nominal rate.

The Mandi Mines, situated in the State of that name, which is one of the Kangra Hill States, are managed by the Department on behalf of the Maharaja, who is entitled to the duty subject to the payment of one-third to the British Government.

The Northern India Salt Department maintains a strong Preventive Establishment, known as the "Internal Branch" in the North-Western Provinces and Behar, in order to supervise the manufacture of crude saltpetre, sulphate of soda, and different forms of carbonate of soda, which is carried on under licenses issued by the Department, so as to secure that all salt reduced in the processes of manufacture should be either destroyed or removed after payment of duty, as the refiners may prefer. The area under supervision, covering 116,189 square miles, includes numerous saline tracts affording facilities for the clandestine manufacture of salt, and it is a part of the duty of the Internal Branch to prevent this manufacture.

The staff of the Department comprises the following gazetted officers: the Commissioner, with a salary of ₹2,500, who is a member of the Covenanted Civil Service; the Deputy Commissioner, stationed at the head-quarters at Agra, whose salary is ₹1,000 rising to 1,200; and seven Assistant Commissioners distributed as follows—one in charge of the Punjab Mines Division, with head-quarters at Khewra, in the Jhelum District; one in charge of the Upper Division, Internal Branch, with head-quarters at Agra; one in charge of the Lower Division, Internal Branch, with head-quarters at Benares; one in charge of the Sambhar Lake Division, with head-quarters at Sambhar; one in charge of the Pachbadra Salt Source, with head-quarters

at Pachbadra; one in charge of the Didwana Salt Sources, with head-quarters at Didwana; and one, as Personal Assistant to the Commissioner, employed in the Commissioner's office at Agra.

The Assistant Commissioners receive salaries of ₹500 for five years, after which their pay increases annually by ₹50, until the maximum monthly salary of ₹800 is reached. Of the Deputy and Assistant Commissioners, 5 are non-domiciled Europeans and 3 are domiciled Europeans.

The Finance Committee has recommended that as soon as the establishment can be reduced the number of gazetted officers should be limited to six, the number of Assistant Commissioners being reduced to five, of whom one should take charge of the whole of the Internal Branch, while the post of Personal Assistant would be filled by an officer of a lower grade.

In addition to the gazetted officers, there are three grades of Superintendents: 12 are in the 1st grade, with salaries of ₹400 rising to ₹500; 21 in the 2nd grade, with salaries of ₹300 rising to ₹400; and 20 in the 3rd grade, with salaries of ₹200 rising to ₹300.

Of the Superintendents in the 1st grade, 4 are non-domiciled Europeans, 6 are domiciled Europeans, and 2 are Eurasians. Of the Superintendents in the 2nd grade, 5 are non-domiciled Europeans, 10 are domiciled Europeans, 5 are Eurasians, and 1 is a Mahomedan. Of the Superintendents in the 3rd grade, 11 are domiciled Europeans, 8 are Eurasians, and 1 is a Mahomedan.

The Finance Committee has proposed, and the Commissioner has agreed, that the number of Superintendents shall be reduced to 42. This reduction is to be effected gradually by absorption as vacancies occur; and the Commissioner consequently anticipates that no fresh appointments can be made to the upper grades of the Department for at least 7 or 8 years.

The scale of salary now enjoyed by Superintendents was sanctioned by the Secretary of State in 1886; but the Finance Committee has recommended that in the case of all officers appointed in future to the Department, the scale of pay in force previously to 1886 shall be reverted to; that on first appointment an officer shall enter as Assistant Superintendent of the 2nd grade on a salary of ₹150, and after examination, and on the occurrence of a vacancy, be appointed to the 1st grade of Assistant Superintendents on ₹175; that there shall be five grades of Superintendents, on salaries of ₹200, ₹250, ₹300, ₹350, and ₹400 respectively; and that promotion shall be regulated ordinarily by seniority, but that consideration shall also be given to merit.

The Deputy Commissioner is selected by the Government of India on the nomination of the Commissioner from the Assistant Commissioners on the ground of superior ability and fitness for the post.

The Assistant Commissioners are on similar grounds selected by the Commissioner from any grade of Superintendents.

First appointments of officers of the Superior Staff are made only to the lowest grade of Superintendents. A list is kept of approved candidates possessing the following qualifications:—The candidate must be under 25 years of age; he must never have been dismissed from, nor forced to resign, the military or civil service of the Government; he must produce sufficient evidence of his sobriety, honesty, and moral character; he must also furnish a medical certificate of physical fitness in the form prescribed in the Civil Pension Code.

Candidates are appointed on probation for a year, and are not confirmed until they have passed a searching departmental examination.

The highest paid officers of the Subordinate Staff are the Inspectors, whose salaries range from ₹30 to ₹70. These salaries are insufficient to attract Europeans of good character or sufficient ability; and although such appointments have on one or two occasions been held by Europeans, the men obtained were not efficient. Only Asiatic Natives of India are now appointed to offices in the Department below the rank of Superintendent.

At the request of the President of the Sub-Committee, Mr. A. O. Hume, whose connection with the Department as Commissioner, and subsequently as Secretary to the Government of India in the Agricultural and Revenue Department, extended over the period when the most important changes in the administration of the Salt Laws were inaugurated and carried out, has favored the Sub-Committee with a note on the points into which it is commissioned to inquire. On the question of appointments to the higher grades, Mr. Hume observes:

"The first point on which I would insist is that the existing system of recruiting the upper grades of the Department by nomination, which with every care involves much risk, should be modified. At present the Commissioner, rarely an officer of much experience in the Department (the appointment not being good enough to keep at all able members of the Civil Service many years), appoints just whom he pleases. I would change this. I would allow him to nominate as many candidates as he pleased, but I would also allow all District Officers, Commissioners, and other responsible officials the Government might empower in that behalf to nominate as many candidates as they saw fit. Nominating officers to be responsible to the Government that the candidates put forward by them were youths or young men not above 24 years* of age, of good character, and belonging to respectable, but not necessarily rich, or even (so-called) good families. From all these candidates the required recruits to be selected

* An exception to this rule being made in favor of men already in the Department in the subordinate grades, whose age might be allowed to exceed 24 by one-fourth less than the number of years they had served in such grades.

first by a series of physical tests, and then by a competitive examination. As regards the former, the men would be carefully examined by a Committee of Medical officers, and only those with good sight and sound in wind and limb approved. Those thus approved would have to show that they could ride horses and camels well, and could ride and walk considerable distances without much fatigue, and, in such other way as might be deemed desirable, prove that they were active and hardy. Candidates thus far approved would then go into a competitive examination. This examination should embrace only three subjects—English, Urdu, and Arithmetic; but should be so far exhaustive as to prove that those who passed satisfactorily were good Arithmeticians and Accountants, and either thoroughly good English scholars and fair Urdu scholars, able to converse fluently and write easily and fairly well in this latter language, or thoroughly good Urdu scholars and fair English scholars, able to converse fluently and write easily and fairly well in English. Examinations might be held once in 2 or 3 years at Agra, the foremost men getting any vacancies open at the moment; and others who, though not foremost, came up to the required standard, being employed at once as extra officers* of the higher subordinate grades, to be absorbed as vacancies occurred, provided that they in the *interim* conducted themselves to their superior's satisfaction.

"Of course, after entry into the Department, they would have to pass the required examinations in Departmental Law and Practice, and in what, for want of a better word, I may term the Chemistry of Salines. I lay stress upon this. There ought not to be a single officer in the Department ignorant of the rudiments of Chemistry and destitute of a complete practical knowledge of the Chemistry of the Saline substances with which he is brought in contact."

The second point in connection with the constitution of the Department on which Mr. Hume insists is the desirability of abolishing the Internal Branch, whereby he believes that a saving of at least ₹2,00,000 yearly might be effected, and that the people, especially of Oudh, Behar and parts of the North-Western Provinces, would be relieved of annoyance and extortions. "The Internal Branch," he observes, "has done excellent service, and, * * when created, it was a necessity; but times and circumstances have changed, and it has now become an anachronism. It was designed to prevent the illicit extraction of edible salt in the process of manufacturing other salts, such as saltpetre, *khari*, *sajji*, &c. Now when the retail price of salt, in many places where salt earth abounded, fell little below the rate of ₹10 a maund, and when the people habituated to the use of this dirty, small grained illicit earth-salt liked it quite as well if they did not prefer it to the purer, cleaner duty-paying salts, there was an enormous temptation to do that which the Internal Branch was especially organised to prevent. But now at the same places the retail rate of salt does not exceed ₹4 a maund; now that it pays the crude saltpetre-maker better to leave the salt in along with the products of his pans than to separate it; now that by a quarter of a century's disuse of this inferior and use of a superior article, the people have become so particular that they will not even take the blue Sambhar (in old days the best salt that could be got), but insist on perfectly pure white salt, the Internal Branch is little more than an instrument for annoying the people at a yearly net cost of at least 2 lakhs of rupees. The officers of the Internal Branch are mostly very good men, and I am sure they do their best to keep their underpaid subordinates in good order; but these are perpetually on the move far away from them, and their real and most essential occupation is the extortion of money from the peasantry by threats of preferring charges of illicit manufacture against them * * * I admit at once that on the abolition of the Department some scores of old starving widows will each make a few *lotas* full of filthy brine or a few pennyweights of dirty earthlike salt. * * * If 50,000 did so even, the clear saving to Government by the abolition of the branch would still considerably exceed 2 lakhs a year. For, setting aside the fact that the amount consumed by these 50,000 would be small (and no one will nowadays buy such stuff), those who would resort to the process would be only those so poor that they now go without any salt at all, except when charitable neighbours give it them; and so long as anyone gave them better salt, they would never fall back upon this last repulsive resort of the saltless. * * * In all these fiscal arrangements, too, the maxim, *de minimis non curat lex* should be borne in mind. I can give a practical illustration of this to the point. When I took charge of the Department in, I think, 1867, the Internal Branch was worked with a vigour and thoroughness worthy of a better cause. Every man in whose possession, or on whose premises or works, a grain of earth salt was found was prosecuted. At this distance of time I cannot be sure of figures, but I believe that at that time yearly close on 3,000 persons were prosecuted in the North-Western Provinces and Oudh. It seemed to me monstrous, the more so that I believed half the cases to be false. * * * I applied to Government for permission not to prosecute where less than a seer of salt was found in one place. This being sanctioned, the prosecutions fell (I write from memory) to less than 1,000 during the second year. But the revenue never suffered in the slightest." Mr. Hume proposes, if the Internal Branch is abolished, that recognizances should be taken from the zemindars of all places where there are extensive saline efflorescences or crude works, to the effect that they will see that salt is not made nor separated thereat; that in all such villages the chowkidars should also be made responsible for reporting any overt breach of the law; and that a tahsil list having been prepared for each district of places that might be most readily utilized for manufacturing salt, the Tahsildars should be required to keep an eye on these, and, if the duty were at any time raised, to exercise additional vigilance.

* So as not to interfere with the promotion in these grades.

Northern India.
Salt.
Section 1.

The third point in reference to the constitution of the Department to which Mr. Hume desires to draw attention is the feasibility of substituting for the Covenanted Commissioner on a salary of ₹2,500 an Uncovenanted Deputy Commissioner on ₹1,200 rising to ₹1,500 with reduced travelling allowances. Mr. Hume observes, that if the present salary would ensure keeping the same officer a 1st class Covenanted Civilian for, say, not less than 5 years, there would be something to say in its favor; but that it does not and cannot ensure this. He points out that if his proposal respecting the abolition of the Internal Branch were adopted, the work of the Superior Controlling officer could be considerably reduced; and he gives it as his opinion that a 1st class Covenanted Civilian is not now really required for the Department, and that by the appointment of an Uncovenanted officer the work would in a series of years be done better, because there would be less frequent changes in the head of the Department.

The Departmental member expresses his dissent from Mr. Hume's views as to the expediency of abolishing the Internal Branch. He observes: "This establishment, of which the net cost is only about ₹1,40,000, and not 2 lakhs as stated by Mr Hume, is the Agency by which (1) the illicit manufacture of salt in the Punjab, North-Western Provinces and Oudh, and Behar is suppressed; (2) the frontiers of the Sirsa, Hissar, Rohtak, Gurgaon, Muttra, Etawah, Jalaun, Jhansi, and Lalitpur districts are guarded to keep out salt which has not paid duty; (3) yearly enquiries are made in the Rajputana and Central India States to ensure the observance of the Treaty engagements; and (4) the refinement and eduction of salt in 532 saltpetre refineries and the processes in 43,549 crude saltpetre and sulphate and carbonate of soda manufactories are supervised and regulated. In fact, the expenditure on the Internal Branch of ₹1,40,000 forms an insurance charge on a revenue of about ₹1,55,00,000." He also points out that in 1885 the present Commissioner, Mr. Carey, reduced the expenditure on this branch by about a lakh of rupees (a reduction which may have been unknown to Mr. Hume), and that, when acting for Mr. Carey, he himself recently arranged with the Finance Committee for the reduction of one of the two Assistant Commissioners in charge of the Internal Branch, although the Madras Member, Mr. Bliss, who is the head of the Salt Department in that Presidency, was averse to the reduction as involving danger to the revenue.

The Departmental member, who has had many years' experience in important districts in the North-Western Provinces, pronounces Mr. Hume's assumption that any oppression to the people is now involved in the retention of the Internal Branch to be baseless. He admits that such was the case when he was an Assistant Magistrate 20 years ago; but he asserts, from his experience as a District and Settlement Officer, that for a long time the Department has been so administered that there is no oppression nor any extortion from the people; that no prosecutions are instituted unless more than a seer of salt illicitly manufactured is seized; and that cases of causeless arrest or seizure on the part of subordinates are always punished by dismissal; that prosecutions are very rare, and that the duties of the establishment may be now said to be purely preventive. If, however, the Internal Branch were abolished, he apprehends that illicit manufacture would at once revive. Combating Mr. Hume's argument that the evolution of salt by manufacturers of other saline products is no longer profitable, he mentions that saltpetre refiners now pay the full duty on about 60,000 maunds of salt evolved in the manufacture of saltpetre, and that in some parts of the country this salt is much liked. He apprehends that in case the duty were raised (a course he considers very probable in the event of a war), the temptation to illicit manufacture would be enormously increased if there were no Preventive establishment.

Of Mr. Hume's proposal to substitute an Uncovenanted Deputy Commissioner who had risen through the lower grades of the Department for a Commissioner selected from the Covenanted Civil Service, the Departmental member expresses his strong disapproval. He considers it most important that there should be at the head of the Department an officer who is familiar with the general administration, and possesses the knowledge of, and sympathy with, the people, which is best obtained by training as a District Officer. He asserts that it is chiefly because the officers at the head of the Department have for many years had such training and such experience, that they have been able to introduce reforms which have freed the people from the old system of extortion and oppression to which Mr. Hume refers. He further points out that the Commissioner exercises all the powers of a Local Government; that he is empowered to suspend, reduce, and even dismiss highly-paid European officers on his own responsibility; and he argues that it would be unwise and invidious to entrust such powers to an officer brought up in the Department, who would be called on to exercise them over his late brother officers.

Moreover, Mr. Patterson observes that the Commissioner has frequently to discuss important questions with officers of high standing in the service, with Agents of the Governor General in Central India and Rajputana, and with Residents and Political Agents; and that in such cases business is facilitated by the fact that the Commissioner is a senior member of the Civil Service —a position which also enhances his influence with the officials of Native States.

In reply to Mr. Hume's argument that the office of Commissioner does not present such attractions as to induce a Covenanted Civilian to hold it for any time, Mr. Patterson points out that for the last 25 years the average duration of the tenure of the appointment by a Civilian has been at least five years—a period which Mr. Hume admitted would be reasonable. Mr. Wigram Money, he states, held the appointment for nearly ten years; Mr. Hume, his successor, held it for about five years; Mr. Batten, who succeeded him, held the appointment

for about the same period, as did also Mr. Halsey, who was followed by Mr. Carey, the present permanent Commissioner, whose service in the Department already amounts to five years.

From 1867, when Mr. Hume assumed charge, till 1887, only four officers have held the substantive appointment of Commissioner, though three others have acted in the office.

With respect to the proposals by the Finance Committee for the reduction of the salaries and regrading of the Superior Establishment, Mr. Hume observes:—"As regards pay, I consider that the pay now drawn in the several grades is as near perfection as possible. It has been arrived at after a long series of gradual modifications as the result of protracted experience, and I have been very much disturbed to hear that * * a reduction in the present initial salary of the superior grades is to be made. If I am correctly informed on this point, all I can say is that this proposed reduction would be an error of the greatest magnitude. You cannot nowadays get the class of Europeans and *à fortiori* not the class of either Eurasians or Natives at lower initial rates than now obtain."

The pension and furlough rules applicable to officers in the Department other than the Commissioner are those prescribed by the Civil Pension and Civil Leave Codes for Uncovenanted officers. Mr. Hume is of opinion that the rules should be identical for the superior grades of all branches of service, Covenanted and Uncovenanted; and that whatever rules are finally accepted for the Revenue, Judicial, Public Works, Forest, and Police Departments, might properly be accepted for the Northern India Salt Revenue Department.

The Internal Branch is divided into 14 circles, comprising an aggregate area of 160,000 square miles, within which there are 503 saltpetre refineries at work, 38,000 crude saltpetre works, and nearly 9,000 carbonate of soda and sulphate of soda works. The object of the Department is, while protecting the Salt revenue as far as possible, to promote rather than impede the manufacture of these substances. Consequently, the restrictions imposed on manufacturers are as little onerous as is consistent with fiscal interests. The reduction of the duty on salt and the improvement of the manufacture, with the increased facilities of transport, have so greatly reduced its price in Upper India that none but the poorest of the population would expose themselves to the risk of manufacturing salt in their own homes. Prosecutions for petty infringements of the Salt Act in saline districts are now rare in Upper India; and for many years the Department has refrained from prosecuting persons found in possession of less than one seer of illicit salt.

At the head of each of the 14 circles of the Internal Branch is a Superintendent. The circles are divided into sub-circles, each of which is in charge of an Inspector who has an establishment of petty officers to patrol the saline parts in the different pergunnahs of his sub-circle, and to supervise the manufacture of the products of salt soils.

The Superintendents are required to be moving actively about their circles for eight months of the year. During the rains no manufacture is possible.

The Assistant Commissioners in charge of the Internal Branch are required to see that the Superintendents do their work and properly supervise the Inspectors and their establishments. They dispose of all fines for misconduct, questions of leave, promotion, and all other questions which fall to an administrative officer in charge of a Division. It is also their duty, by testing saline soils of all kinds, to decide on the fitness of any locality for the establishment of licensed works for saline manufactures. They are consequently required to make frequent tours through their divisions, and to remain in camp for many months of the year. The duties of the Assistant Commissioners and Superintendents of the Internal Branch call for the exercise of much tact and discretion.

At the Sambhar Lake salt is manufactured by the admission of the brine into shallow pans; after evaporation has taken place, the salt which is formed in the pans is taken to the edge of the lake and stored. As the season advances, deeper pans are used; and, finally, when the water of the lake has to a considerable extent evaporated, the salt crystals which have been formed naturally are gathered and stored.

The Superintendent in charge of the manufacture of the salt has to collect labour and prepare the pans; and when the manufacture has commenced, it is his duty to attend daily and supervise the extraction and the cubical measurement of the salt in bulk. He has also to supervise its storage and to keep an account of the advances made to the petty contractors by whom the work is undertaken, and to settle their claims. Inasmuch as the collection of salt takes place principally at the hottest period of the year, his duties entail on him considerable exposure to the sun.

The Pachbadra Salt Source is situated in the midst of a desert in Rajputana to which Banjaras with pack bullocks resort only during three months in the year. The Phalodi Salt Source, also in Rajputana, is 14 miles distant from the nearest town or village; and drinking-water has to be brought from a distance of 10 miles. So unpopular is the duty at this source that the Superintendents are transferred every two years.

The Superintendent in charge of a Mine in a Salt Range is required to make plans for the working of the mine, to survey and lay out bridges and tunnels, to supervise the excavation of the salt and the measurement of the spaces excavated, and to lay down and work tramways inside and outside the mine.

The Superintendent in charge of a Beat in a Salt Range has even more arduous duties than other officers in the Department. The physical features of the country expose him to

considerable danger, as well as to extremes of heat and cold. The roads are little more than pathways, and very steep; the salt outcrops are scattered about, some of them in places almost inaccessible, and much of the work has to be done at night when the Superintendent visits his guard-posts or lies in wait for smugglers.

The duties of the Superintendents on the Indus Preventive line also expose them to considerable variations of temperature and to other hardships.

An enumeration of the duties of the different officers in the Department suggests the qualities required for efficient service; while the difficulties under which these duties are discharged, and the comparatively meagre prospects in the matter of pay and promotion explain the reluctance which, in the opinion of competent judges, is exhibited by many educated Natives to seek employment in the Department.

The technical requirements of the Department are a knowledge of salt manufacture, ability to test the progress of manufacture by means of the hydrometer, and to measure the cubical contents of the salt heaps; a sufficient acquaintance with practical Chemistry to understand the various processes in the manufacture of saline products, and to test saline soils; and at the mines in the Salt Range sufficient knowledge of engineering and surveying to conduct operations connected with the excavation of salt.

The Superintending officers must be capable of controlling a numerous body of subordinates, and exercise such discretion in dealing with persons unconnected with the Department as may render the enforcement of the restrictive provisions of the Salt Acts as little as possible detrimental to commerce or productive of inconvenience to private persons.

The persons who seek employment in the upper grades of the Department are chiefly sons of Military, Civil, and Uncovenanted officers, both European and Eurasian.

Some of the applicants have been educated in England and some in India. The Departmental member observes that the service is not a popular one among Native gentlemen; and that there is so little demand on their part for appointments in it that during the past year he has received only two applications from candidates of this class, both of which he has entertained by entering the names of the applicants on the list of accepted candidates.

The Departmental member considers that there are Native gentlemen of the right class well suited for the Department, but that, as a rule, the attractions offered by it are not sufficient to secure them. He observes that a well-educated young man, with the knowledge of English essential to this Department, would much prefer a Tahsildarship, with a prospect of a Deputy Collectorship in a few years; for he would have more to look forward to than in the Salt Department, and in the meantime his life would be passed under far more pleasant conditions. In a letter addressed by him to the Finance Committee, in which he deprecated a suggestion for the application to the Salt Department of the rule that Natives should receive only two-thirds of the salary assigned to an appointment when held by a European, he pointed out that only Natives with a peculiar and at present unusual combination of qualifications are fitted for employment in the Department in the superior grades. "A good education," he observed, "and good knowledge of English are absolutely necessary, and this must be combined with a good physique, active habits, and capability for undergoing out-door work and more exposure than is required, I believe, in any other branch of Government service. In addition to this, the officer must be of a class from whom integrity and a high standard of devotion to duty may be with confidence expected. He must also have the faculty of controlling subordinates, which is only found among Natives of a good social class, and which by no means necessarily accompanies education." Mr. Patterson at the same time bears witness that the two Native Superintendents already in the Department are excellent officers—hard-working, energetic, and honorable.

In his Report on the administration of the Imperial Customs Department for the year 1867-68, Mr. A. O. Hume entered at some length into the question of the suitability of Natives for employment in the Department as Preventive officers, and reluctantly came to the same conclusion as his predecessor that, with rare exceptions, the Natives who could be tempted into the service by the salary offered were unfit for the position of Patrols and Assistant Patrols.

These views were expressed by Mr. A. O. Hume when higher education had made but little progress in Northern India. In the note with which he has favored the President of the Sub-Committee, he thus expressed himself as to the relative qualifications of the several classes which seek employment in the upper grades: "There can be no doubt that of those who seek this employment, the best men that we get, all round, are pure Europeans. But this is not because there are not equally good Eurasians and Natives to be found, but because, with rare exceptions, the equally good men of these classes can find other, and to them more congenial, careers. For the first 15 to 20 years of a Customs officer's service, his life is one of constant bodily exertion and exposure during even the worst and hottest periods of the year; and the pay during this period is not better than is to be obtained in the Revenue, Police, Judicial, and even merely Clerical lines. There are many fine young men, pure Europeans, to whom, at the outset of their career, this out-door life of constant bodily exertion, with plenty of opportunities for sport, is infinitely preferable to one involving in-door desk work, even though the latter may carry a somewhat larger stipend. But this is less often the case with Eurasians, and scarcely ever so with Natives. That there are Natives fully competent for the

work, men like Khan Nizam-uddin Khan, of the old Sirsa Line Division, and Babu Kaleenarayan Roy, who was for many years in supreme charge of the Sultanpur Works, sufficiently prove. But Natives of the required calibre have seldom hitherto applied for service in the Department; and though we have had some very good Eurasians, as a rule the Eurasians who apply are not of the first class. On the other hand, of the young pure Europeans, many of the very smartest lads seek employment in the Customs; and men like Messrs. Adams, Whitten, Ashton, and Lyon would have made names for themselves and taken high places in any branch of the Service, Covenanted or Uncovenanted, Civil or Military. But, as will have been observed, I do not consider that the admissions to the Department should be restricted to any class or race. It is an Imperial Department, and therefore no Provincial rule in regard to candidates is required; and the only restriction in their case needful is that they should be domiciled in India. I do not myself doubt that as time runs on even the best classes amongst the Eurasians and Natives will compete, and compete with a fair measure of success, for service in this branch; and the rules for the admission into the service should leave the door as widely open for them as for the pure Europeans, who hitherto have undoubtedly been, as a body, our best officers; and this because the nature of the life involved being congenial to many young Englishmen, to much fewer Eurasians, to very few Natives, many of the smartest Europeans, much fewer of the smartest Eurasians, and scarcely any of the smartest Natives seek employment in the Department."

It will be remembered that the Salt and Customs Department is one of the Departments excluded from the operation of the rule promulgated in the order of 18th April 1879, requiring the special sanction of the Government of India to the appointment of any person other than a Native of India to an office carrying a salary of ₹200 or upwards.

In a letter No. 1599, dated 13th June 1884, the Government of India called upon the Commissioner of the Northern India Salt Department for his opinion whether it was necessary to permit any longer the unrestricted employment of persons not being Statutory Natives of India in the Salt Department, and whether that Department might not be removed from the list of Departments excluded from the operation of the rule of April 1879.

In reply to that letter, the Commissioner, Mr. A. D. Carey, referred to the opinion expressed by Mr. Hume in the Administration Report for 1867-68; and observed that Mr. Hume's remarks, in which Mr. G. H. M. Batten, his successor, afterwards cordially concurred, were as true then as on the day on which they were written. Mr. Carey observed that few Natives qualified in all respects for the superior appointments would be attracted by a career in the Department; that the work would be thoroughly uncongenial to young educated Native gentlemen; and that, if it were decided to appoint Natives to vacancies, the Government would have to be contented with men not of the highest class. Seeing that the officers of the Department did not constitute a highly-paid English service, and that their duties were severe and unattractive, while any want of efficiency in the discharge of these duties would quickly result in heavy loss of revenue, he was of opinion that the best men whose services could be secured should be entertained, irrespective of race or domicile; and he accordingly recommended that no restrictions should be placed on the employment in the Salt Department of persons who were not Statutory Natives of India.

The Departmental member, in his letter to the Finance Committee already quoted, expressed his opinion that it was not possible to introduce a rule requiring that a fixed number of appointments or a fixed proportion of vacancies should be given annually to Native candidates. While he professed himself strongly in favor of appointing Native gentlemen with the necessary qualifications, and of giving such candidates the preference over European candidates, he considered the interests involved so great, and the possible results to Government from any deterioration in the tone of the officers so disastrous, that he could not recommend the adoption of any rule which would limit the field from which candidates might be selected.

Four witnesses were produced for examination by the Sub-Committee.

Shaik Assadullah Khan, a Superintendent in the Department in the Internal Branch, the son of a gentleman who enjoyed the title of Nawab under a sanad from the Emperor of Delhi—a title which has recently been recognized by the British Government as a personal distinction—stated that after 20 years in the Department, the salary he enjoyed amounted to no more than ₹320. He considered that the Natives of India do not generally possess the combined qualifications of an English education, bodily activity and endurance, and that the Department has no attractions to offer the educated Native. He was of opinion that in a few years' time, when English education has been more generally accepted by the Mahomedans and other energetic races of the North, Government would find a larger number of educated Natives qualified for service in the Salt Department. He admitted that there was no reason to complain of any reluctance on the part of Government to employ Natives of the North-West in the Department, and that a fair percentage of the educated Mahomedans with whom he was acquainted were employed in the public service. He stated that he was the first Native who had held the appointment of Superintendent in the Internal Branch; that he had always been received with cordiality by the European officers with whom he had been brought in contact, and that his business relations with them had been satisfactory.

Mr. Whitten, the Deputy Commissioner, stated that, looking at the question from the point of view of an administrative officer, he considered that Europeans were, as a class, more valuable than Natives in the Department. He allowed that Natives are quite as honest as

Europeans, but he maintained that they have neither the same power of controlling their subordinates nor the same physical endurance as Europeans. He stated that the service is unpopular with educated Natives on account of the night work and of the few attractions it offers in the way of pay, promotion, and society. He added that Natives object to being posted to places at a distance from towns where they can educate their children, and that although he had many Native friends, none had applied to him for appointments in the Department. Of the three classes, domiciled and non-domiciled Europeans and Eurasians, he had found the non-domiciled Europeans, as a rule, the more energetic and stronger men all round, though, generally speaking, they might be regarded as fairly equal; and he admitted that some boys who had been educated at the Hill Schools had made very excellent officers. He considered that an educational qualification equivalent to the F.A. Examination at the University should be required of all candidates for appointments, and he expressed no objection to the appointments being thrown open to competition among nominated candidates. He advocated the introduction of graded pensions as calculated to increase the efficiency of the service, because it would enable men whose health had been impaired by the exposure and hardships incident to it to retire without incurring great sacrifices.

Mr. Ashton, Assistant Commissioner, in charge of the Sambhar Salt Source, expressed his concurrence in the views of Mr. Whitten regarding the employment of Natives in the Department. He observed that if a Native could be found to stand the hard work and exposure, it would be as well to employ him as a European. But he thought that a Native who, by his education and in other respects was qualified to do the work, would scarcely think it worth his while to enter the Department. He mentioned that when a really well educated man was obtained for the Inspector's grade, he would not remain in the Department if he could possibly obtain other employment. He had seen no reason to doubt the honesty of the educated Natives employed in the Department, and had found them sufficiently careful of the interests of Government. He also expressed his belief that they did not take advantage of their position to make illegal exactions; and he observed that with education the Native improves also in official morality. As between pure Europeans as compared with domiciled Europeans and Eurasians, he considered that the Europeans born and educated in England have more liberal views about work, by which he explained his meaning to be that such Europeans do not care to what they turn their hands.

Mr. Bolster, the Superintendent in charge of the Mayo Mines in the Punjab Salt Range, stated that he had had three Native supervisors under him, of whom one, who is still in the Department, is a good man, and two had failed; but he admitted that they had been employed on beats in the Salt Range, where the work was particularly hard. He stated that he had no objection to the employment of Natives who possess the requisite qualifications, but that ordinarily he preferred non-domiciled Europeans to any other class. Mr. Bolster had originally been a Master in Bishop Cotton's School, where he had assisted in educating from 120 to 130 boys. He stated that some of them were in all respects as good as English boys of the same class, and had found employment as Executive Engineers in the Public Works Department, and as Assistant District Superintendents of Police. But he considered that the majority of the boys in the School are not so good as the majority of the boys in an English School would be, and that boys at Hill Schools in India are not so self-dependent as boys in England. Although he regarded the appointments made by nomination as generally satisfactory, he expressed his preference for a system of nomination followed by competition as likely to secure a better class of men.

After the foregoing note was compiled, the Sub-Committee was favored with a further memorandum by Mr. A. O. Hume and with a note from Mr. A. D. Carey. Mr. Hume combats the objections taken by Mr. Patterson to his proposals respecting the abolition of the Internal Branch and the appointment of an Uncovenanted officer to the office of Commissioner. Mr. A. D. Carey confines himself to the questions to which the enquiry of the Commission is limited. While he is not unfavorable to the employment of Natives in the Department, Mr. Carey states that difficulty is experienced in finding Natives with the requisite qualifications who are willing to serve in the Department.

At the same time he gives it as his opinion that the continuance of a certain proportion of Europeans in the Supervising Staff is necessary for the efficiency of the Department. He prefers that appointments should be made by nomination rather than by competition, so as to secure that candidates possess the necessary moral and physical qualities, and would not insist upon any particular educational qualification. He dissents from Mr. Hume's view that the appointment of Commissioner should be conferred on an Uncovenanted officer for reasons which he explains.

Section II.—Note by the Departmental Member.

No. 22C., dated Agra, 13th April 1887.

From—The Commissioner, Northern India Salt Revenue,

To—The Secretary, Public Service Commission.

In reply to your No. 211, dated 19th ultimo, I have the honor to submit the information called for. With reference to clause 4 of your letter, I also send you a copy of a letter No. 40, dated 1st May 1886, from the Secretary, Finance Committee, on the subject of the appointment of Natives of India to this Department, with my reply and with the views of Mr. Carey, the permanent Commissioner, and those of Mr. Hume, a former Commissioner, on the same subject.

In paragraph 2 of my letter, I mentioned the unpopularity of this Service with Native gentlemen, and stated that during my tenure of office only one application had been made to me for an appointment. Since that time only one more application has been made. I may add that the names of both these gentlemen were entered by me in the list of accepted candidates. It is also only fair to add that the two Native Superintendents already in the Department are excellent officers—hard-working, energetic, and honorable. All this confirms the opinion expressed by me last year that Native gentlemen of the right class are well suited for this Department, but that, as a rule, the attractions offered by it are not sufficient to secure them. A well educated young man, with the knowledge of English essential in this Department, would much prefer a Tahsildarship with the prospect of a Deputy Collectorship in a few years. He would have more to look forward to than in the Salt Department, and in the meantime his life would be passed under far more pleasant conditions.

The question is not, however, a pressing one. Last year, in consultation with the Finance Committee, I arranged that the number of Superintendents should be reduced from 58 to 42, the duties of the officers reduced being carried on by a class of officers on lower pay. This reduction will be effected gradually by absorption as vacancies occur, and I do not, therefore, anticipate that any fresh appointments can be made to the Department for 7 or 8 years at least.

2. *With regard to clause 1, paragraph 1, of your letter*, I beg to state that in the lower Executive grades of the Department, that is, in all grades below the rank of Superintendents, comprising Inspectors, and all below that rank, only Natives of India are appointed.

In the case of the superior officers, first appointments are only made to the lowest grade of Superintendents. The Commissioner makes all initial appointments from a list of approved candidates. I enclose a nomination roll showing the conditions. The person nominated must be under 25 years of age; he must never have been dismissed from the Army or Civil Service, nor dismissed from, nor forced to resign, any Government employment; he must also give good references as to sobriety, honesty, and moral character. He must also furnish a medical certificate of physical fitness for Government service. There is no examination for admission, but candidates are appointed on probation for a year, and are not confirmed till they have passed a searching departmental examination. I do not think this system altogether satisfactory. There is no security that the candidates should have a good general education. In my opinion there should be a limited competition. At least three nominated candidates should compete for each appointment, the examination being in the ordinary subjects of a good general education.

3. *Clause 2, paragraph 1, of your letter.*—There are three grades of Superintendents. The lowest begins on Rs. 200, and rises by annual increments of Rs. 20 to Rs. 300. The next grade rises in the same way from Rs. 300 to Rs 400, and the highest grade begins on Rs. 400, and rises by similar annual increments to Rs. 500. The annual increments are only allowed by the Commissioner for approved service and good conduct during the year. Promotions to a superior grade are made on the occurrence of grade vacancies.

It should be explained that the scale of pay for Superintendents mentioned above will only be enjoyed by those now in the Department. This scale was sanctioned by the Secretary of State in 1886 on the recommendation of Mr Carey. But the Finance Committee recommended that in the case of all officers appointed in future to the Department, the scale of pay previously in force should be returned to. Thus officers will enter as Assistant Superintendents of the 2nd grade on Rs. 150, and after examination, and the occurrence of a vacancy, be appointed to the 1st grade of Assistant Superintendents on Rs. 175. From this grade they will rise, as vacancies occur, to be Superintendents on Rs. 200. There will be five grades of Superintendents, *viz.*, on Rs. 200, Rs. 250, Rs. 300, Rs. 350, and Rs. 400, through which officers will rise by seniority tempered by merit. The lower scale of pay will again come into force when the supernumeraries are absorbed, probably in 7 or 8 years. As stated by me in paragraph 1 of this letter, the total number of Superintendents has been prospectively reduced from 58 to 42, the reduction to be effected gradually as vacancies occur.

Promotions are made from any grade of Superintendent to that of Assistant Commissioner by the Commissioner, and entirely on account of fitness for the post and superior merit and ability. There are six Assistant Commissioners in charge of Divisions, and one who is employed as Personal Assistant to the Commissioner. The former commence on Rs. 500, on which salary they serve for five years, after which their pay increases annually by Rs. 50 until the maximum monthly salary of Rs. 800 is reached. The pay of the Personal Assistant is Rs. 500. The Finance Committee have, however, recommended that one Assistant Commissioner in charge of a Division should be reduced on the occurrence of a vacancy, and that the Personal Assistant should in future be a Superintendent, not an Assistant Commissioner. In future, therefore, there will only be five Assistant Commissioners.

There is one Deputy Commissioner. His pay is Rs. 1,000 rising by four annual increments of Rs. 50 to Rs. 1,200. He is appointed from the Assistant Commissioners by the Government of India on the nomination of the Commissioner, and entirely on the ground of superior ability and fitness for the post.

In regard to pension and furlough, the conditions for all these officers are those laid down in the Civil Pension and Civil Leave Codes for Uncovenanted Officers.

4. *Clause 3, paragraph 1, of your letter.*—The technical requirements of the Department are (1) a knowledge of salt manufacture, including at the Salt Mines in the Punjab salt excavation by mining and cubical measurement of the spaces excavated, and elsewhere at the Salt lakes and sources in Rajputana, &c., salt extraction, estimation by test rods on the lake shore, and measurements of store-heaps; (2) ability at the Salt sources to test the progress of manufacture by means of the hydrometer; (3) a knowledge, chemical and practical, of all the various processes of manufacture of crude and refined saltpetre and of the various kinds of carbonate and sulphate of soda made in the licensed works of Upper India, including Tirhoot; (4) ability to test saline soils of all kinds in order to determine the constituent parts in view to deciding on the fitness of any locality for the establishment of licensed works for the saline manufactures controlled by the Northern India Salt Department.

As a general rule, no professional attainments are essential for efficient service in the Department; but in the Punjab Mines a sufficient knowledge of engineering and surveying is required to enable the Mine Superintendents to survey and lay out drifts and tunnels and workings in the mines, and to carry on the excavation of salt safely and scientifically, and to lay down and work tramways with crossings and sidings, &c., inside and outside of the mines. At the Sambhar Lake, too, a moderate knowledge of surveying and levelling must be possessed by the Superintendents engaged in supervising salt manufacture.

5. *Clause 4, paragraph 1, of your letter.*—The classes who seek to be employed are chiefly the sons of Military, Civil, and Uncovenanted Officers, both European and Eurasian, and educated both in England and India.

The number of well-qualified candidates is now so great that there would be considerable competition for each vacancy if a limited competitive system were introduced, as I have suggested. I have already stated that the Service is not a popular one among Native gentlemen, and that there is little demand among them for appointments.

6. *Clause 5, paragraph 1, of your letter.*—I show the existing organization and constitution of the Department in the form required.

Existing Organization and Constitution of the Northern India Salt Revenue Department.

1	2	3						4							
								NUMBER OF APPOINTMENTS IN EACH CLASS OR GRADE NOW HELD BY							
								1	2	3	4				
											NATIVES OF INDIA.				
Department.	Total number of gazetted appointments, or of appointments not being purely clerical, of salaries of Rs. 100 and upwards.	Distribution of the gazetted appointments and the other appointments mentioned in column 2 amongst classes and grades, with rate of pay attached to each.						Europeans not domiciled in India.	Europeans domiciled in India.	Eurasians.	(a) Hindus	(b) Mahomedans.	(c) Others.	(d) Total.	
					Rs.		Rs.								
Northern India Salt Department	9 gazetted	Commissioner of Salt Revenue	...	...	2,500			1	...	...	...	...	...	...	
		Deputy Commissioner	...	...	1,000	to	1,200	1	...	...	...	...	...	...	
		6 Assistant Commissioners	...	...	500	„	800	3	3	...	...	...	...	...	
		Personal Assistant to the Commissioner		...	500			1	...	...	...	...	...	...	
	53 non-gazetted.	12 Superintendents, 1st grade	...	...	400	„	500	4	6	2	...	...	...	...	
		21 ditto 2nd „	...	...	300	„	400	5	10	5	...	1	...	1	
		20 ditto 3rd „	...	...	200	„	300	...	11	8	...	1	...	1	
	62 Total														

NOTE—Hereafter, in accordance with the recommendation of the Finance Committee, probably in five years' time, as soon as the necessary absorption of supernumeraries occurs, the number of gazetted appointments will be reduced to six, *viz.*, one Deputy Commissioner at Agra and five Assistant Commissioners—one at the Punjab Mines; one at Agra in charge of the Internal Branch; one in charge of the Sambhur Lake; one in charge of the Pachbadra Salt Source; and one in charge of the Didwana Salt Source.

AGRA;
The 13th April 1887.

W. SIDDONS,
Personal Assistant to Commissioner,
Northern India Salt Revenue.

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Section II.

No. 40, dated Simla, 1st May 1886.

From—STEPHEN JACOB, Esq., Secretary, Finance Committee,

To—The Commissioner, Northern India Salt Revenue.

I am desired to inform you that the Secretary of State for India in a recent Despatch has called on the Government of India to report what classes of offices there are into which the rule now applicable to Native members of the Civil Service under the Statutory Rules should be introduced, *viz.*, the rule that where an appointment is held by a Native of India, he should receive two-thirds of the salary assigned to the appointment when it is held by a European. This Despatch has been referred by the Government of India for the consideration of the Finance Committee, and I am now desired to request that you will favor the President and Members of that Committee with your opinion on the subject.

2. The Departments involved in this inquiry appear to be the following:

Public Works Department.	Customs.
Finance Department.	Survey.
Forest.	Mint.
Educational.	Police.
Opium.	Post.
Salt.	Telegraph.

Medical,

and there may possibly be others which are not included in this list. The question regarding which the Committee desire to be favored with an opinion is, therefore, whether the two-thirds rule should be applied to such of these Departments as are under your control; if so, to what appointments in those Departments?

3. There has been much correspondence regarding the appointment of Natives of India to these Departments, as the result of which it has been decided that, while Europeans are not debarred, duly-qualified Natives can be appointed to all of them; and, in the case of the Finance and Opium Departments, it has been further ruled that a fixed proportion of the appointments periodically made should be given to Natives. But the question of the salary which they should receive when appointed has not obtained equal attention. In the Public Works Department the Government of India has assented to, and the Secretary of State has sanctioned, the application of the two-thirds rule, but it has not as yet been actually carried into effect. In the Educational Department, in some cases, the two-thirds rule seems to have been applied to the higher grades, and at the same time a lower scale of pay has been laid down for the grades usually occupied by Natives. In the Post Office Department the two-thirds rule is believed to have been applied to the only Native in high office. In other cases, however, it has hitherto been assumed that Natives admitted to an appointment in these Departments should receive the salary usually attached to the appointment without any abatement.

4. It is necessary, therefore, to consider the case of present as well as prospective holders of appointments. It will be necessary also to make careful enquiries in each Department as to where the line should be drawn, since there must be many posts in which the scale of pay is fixed too low to admit of any reduction, and the rule is only meant to be applied to the higher offices. The relation between the reduced pay of offices and the scale of pay laid down for administrative offices, which are usually filled by Natives (such as the posts of Deputy Collector or Extra Assistant Commissioner, Subordinate Judge, &c.), should also, no doubt, be considered. Some provision should perhaps be made that the two-thirds rule, or any rule causing an abatement in the scale of salary, should not take effect if it would produce an actual decrease of pay in the case of promotion from a lower grade. And it is perhaps open to question whether the rule should in all cases be applied to those Europeans who, being domiciled in India, rank as Statutory Natives, or only to those who are Natives by race and blood.

5. The Committee would further desire to be favored with your opinion as to whether a fixed ratio, such as that of two-thirds, is desirable, or a fluctuating ratio under which the reduction would be less in the lower grades and larger in the higher, or whether it would be preferable, in lieu of any arithmetical ratio, to adopt the principle of two alternative scales of pay—one for Europeans and one for Natives (as introduced already in the Educational Department); and, if so, on what basis such alternative scales can be laid down.

6. Lastly, I am to enquire whether you think it possible to introduce in the case of any other Department the rule of the Finance and Opium Departments under which a fixed number of appointments, or a fixed proportion of the vacancies, should be given annually to Native candidates.

No. 34C., dated Agra, 3rd June 1886.

From—A. B. PATTERSON, Esq., Officiating Commissioner, Northern India Salt Revenue,

To—The Secretary, Finance Committee.

In reply to your No. 40 of 1st May 1886, I have the honor to give you my opinion on the points indicated.

2. I am not in favor of applying to the Northern India Salt Revenue Department the rule under which Natives of India should receive only two-thirds of the salary assigned to an appointment when held by a European. Only Natives with a peculiar, and at present unusual, combination of qualifications are fitted for employment in the Department in the superior grades. A good education and good knowledge of English are absolutely necessary, and this must be combined with a good physique, active habits, and capability for undergoing out-door work and more exposure than is required, I

believe, in any other branch of Government service. In addition to this, the officer must be of a class from whom integrity and a high standard of devotion to duty may be with confidence expected. He must also have the faculty of controlling subordinates, which is only found among Natives of a good social class, and which by no means necessarily accompanies education.

The Department is not an attractive one to Native gentlemen, the work being of a kind which is distasteful to them as a rule. The present scale of salaries is certainly not too high for the class of men we want. There are very few applications from young Native gentlemen for employment in the Department; and if the scale of pay were made lower for them than for Europeans, I feel sure that there would be none at all from qualified Native candidates.

To show how little Native gentlemen care for appointments in this Department, I may mention that during the year I have held charge I have only had one application of the kind for a nomination.

When it is remembered that I have served for 22 years in districts of the North-Western Provinces, and that I have of course numerous friends among Native gentlemen in many districts, it will be easily understood that the Department does not offer many attractions for qualified Natives, even on the same scale of pay as that assigned to Europeans.

3. Under these circumstances, it is not necessary to answer the question contained in paragraph 5 of your letter.

4. In reply to paragraph 6 of your letter, I beg to forward, for your information, the opinion of Mr. Carey, the permanent head of this Department, on this subject, being extracts from his No. 56 of 4th August 1884 to the Government of India, in reply to a letter calling for his views on the subject of the employment of Natives in the Department. I also annex a copy of paragraph 147 of the Administration Report of the Department for 1867-68, in which Mr. Hume discussed the question. His opinion is all the more valuable, as his constant and generous advocacy of the claims of Natives to employment is well known Mr. Batten also concurred in those views. My own, of course, are of little value compared with those of the distinguished officers I have named, all of whom have had far more experience in the Department.

I therefore will only say that I do not think it possible to introduce a rule under which a fixed number of appointments or a fixed proportion of vacancies should be given annually to Native candidates.

I am strongly in favor of appointing Native gentlemen with the necessary qualifications when possible, and I should consider it right to give such a candidate the preference over a European candidate.

But the interests involved are so great, the responsibility of the Department is so heavy, and the possible results to Government from any deterioration in the tone of the officers so disastrous, that I cannot recommend the adoption of any rule which would limit the field from which candidates may be selected.

Extract paragraphs 2, 3, and 5 from a letter No. 56C., dated 4th August 1884, from the Commissioner, Northern India Salt Revenue Department (A. D. Carey, Esq., C.S.), to the Secretary to the Government of India, Department of Finance and Commerce.

The question of the class of officers best fitted for the work of this Department is discussed with admirable force and clearness in paragraph 147 of Mr. Hume's Administration Report for 1867-68, copy of which is annexed to this letter for easy reference. The character of the duties to be performed has not changed since that report was written, and Mr. Hume's remarks, in which Mr. G. H. M. Batten afterwards "cordially concurred," are as true now as on the day they were penned.

The chief objection to the employment of persons of pure Indian blood in the superior appointments under this Department is that, with very rare exceptions, they are physically unsuited to the work. In every branch of the Department an immense amount of hard out-door work has to be got through. The trust and responsibility are also very great in the case of all the superior appointments, and only Natives of the highest class could properly be appointed to hold them. The work is almost entirely done in English, so that a high standard of education is essential. But the few Natives qualified in all these points can do much better for themselves, and a career in the Salt Department has no attractions for them. A candidate appointed to officiate as Assistant Inspector on Rs. 100 per mensem would be posted either to the Indus line, where his duties would consist in patrolling by day and night, or to Sambhar, where he would be employed in storing and weighing salt on the edge of the lake. To the young educated Native gentleman such work is thoroughly uncongenial; he thinks it beneath him, takes no interest in it, and looks about for an opportunity of finding employment for himself elsewhere. Within my experience young Natives of the class I am referring to very seldom are able to maintain proper discipline among their subordinates, or to manage the rough Banjaras and coolies they have to deal with.

We require Natives of high character and respectability, who have received a good English education, and who also have the Englishman's aptitude for out-door work and physical exertion and for enforcing discipline. Such a combination is very rarely met with.

It follows that if it were decided to appoint Natives to vacancies, we should have to be contented with men not of the highest class. Such men would not have the qualifications which are necessary; they would be wanting specially in that strict rectitude and sense of duty which are marked characteristics of the present establishment, and the efficiency of the Department would suffer.

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In improving the management of the Salt Department, both in Madras and Bombay, one of the first and most important reforms made was the larger employment of Europeans in the more responsible positions.

5. The officers of the Salt Department do not constitute "a highly-paid English service," and their duties are severe and unattractive; while any want of efficiency in the discharge of those duties would quickly result in heavy loss of revenue. I am therefore of opinion that the best men whose services can be secured should be entertained, irrespective of race or domicile; and I accordingly recommend that no restrictions be placed on the employment in the Salt Department of persons who are not Statutory Natives of India.

Extract paragraph 147 from the Report of the Commissioner, A. O Hume, Esq., C.S., C.B., on the Administration of the Imperial Customs Department for the official year 1867-68.

The question of more extensively employing Natives in responsible posts is one that has of late justly excited much attention. Having for many years steadily and persistently advocated this, I feel especially bound, as the head of a Department, not to conceal the fact that my experience in my present position had led me to believe that the views I formerly expressed need some qualifications and reservations. My predecessor, Mr. Money, after many years' trial had come to the conclusion that, with rare exceptions, the Natives *who could be tempted into our service* by the salary we can offer are unfit for the position of Patrols and Assistant Patrols. I entered the Department with somewhat different views, and having before long had abundant proofs of the correctness of opinions (to which even my predecessor had reluctantly come), I have taken some pains to discover why it is that the same class of Natives who so far excel Europeans, of the class obtainable for such posts as Tahsildars and Subordinate Civil Judges, should be so infinitely inferior to them as Line Officers. There appear to be several causes for this. In the first place, great bodily activity, incessant locomotion, indifference to sun, wind, weather, and his night's rest, not once in a way, but throughout his whole career (until he rises to a Collectorship), is essential to efficiency in the Line Officer. Now this indifference to physical fatigue and exposure, this capacity for great bodily exertion, is scarcely to be met with amongst the educated middle and lower class of Natives, the men who become our Tahsildars and Sudder Amins. We find it in the Native sportsman, the herdsman, who become the soldier, and others amongst the lower classes; none of whom could, of course, fill posts such as I refer to, and we find it (but, alas! rarely nowadays) amongst Native gentlemen of family, who are sportsmen. These, however, are few and far between; rarely possess even the moderate educational qualifications we require, and, what is most important, *will not* undertake a service like ours for Rs. 125 a month. Any one who knows them will realize from what I have said that these posts cannot be well suited to the "*Ahl-kulum*," the people of the pen, or "writers," whom alone we could appoint to them. Amongst Europeans, on the contrary (young men fond of sport), this restless laborious life has a charm. Numbers, it is true, enter the Department to leave before their term of probation expires, but of those who remain, the vast majority do this perpetual knocking at about all hours and in all weathers more or less *con amore*. They can do their patrolling work as well, if not better, gun in hand; the excitement of the sport relieves the constant out-door life of much of its unpleasantness, and they live on the whole happy, healthy lives, doing good service to the State, where their Native *confrères* either break down sick (after innumerable protests about the hardness of their fate), or else simply slur over their work. It is not that there are *not* Natives who *can* do all that is required. I have not a better patrol on the line than Nizam-ud-din Khan, but then he is a Native *gentleman*, an enthusiastic sportsman, as rough-and-ready as any European; but it is that for the advantages we offer we cannot now obtain Natives like Nizam-ud-din Khan, men possessing the requisite qualifications in this way, and at the same time with any decent share of education. On the other hand, we *can* get fairly educated English *youths*, many of them sons of gentlemen, who can and will do the work, and who prefer the rough adventurous life, small though the stipend be, to regular office work on better pay. There is another point in which the classes of Natives alone available for our appointments conspicuously fail. They lack the power of commanding respect and enforcing discipline amongst large bodies of men. An Assistant Patrol may have 100 men under him, amongst whom the strictest discipline must be enforced, and he most probably has never any brother officer within 10 miles of him. The late lamented Colonel Fisher, whose knowledge of the language and character of Natives was only equalled by his liking for them, once told me that the youngest Cornet who could speak the language would keep better discipline in a detached troop than the old Rissaldar. At the time I neither understood nor believed this, but I find it to be a literal fact on the line. The youngest European Assistant Patrol,* who can talk the language, will keep up a more healthy tone of discipline and subordination than the oldest Native patrol, unless this latter—and we have only one such—happens to be a man of Nizam-ud-din Khan's stamp that I have sought for in vain. Somehow a sort of intimacy and familiarity, subversive of that *quasi*-military discipline that in a huge force like ours *must* be maintained, grows up invariably between the Native Patrols and a particular set of their subordinates; while there is always another set who, do what they will, are always in the black books. Travelling along the line, the difference in the set-up of the force in beats over which Native and European officers respectively have long presided is very marked, and altogether in favor of the latter. Departmentally there is another point. An European Officer, if he only talk the language well and is civil and kindly, can do double as much with the zemindars and people around him as any Native (of the kind we alone meet with as candidates for employment) ever can. This is where line work is concerned; for even in our Department there are posts, such as a supervision of the Sultanpur works, where Natives do fully as well as Europeans; in fact, I doubt whether any European could have done as well there as Babu Kali Narayan Roy has done. Without, therefore, relinquishing my old plea in favor of allowing Natives as

* Of course there are exceptions; but these are soon discovered, and do not long remain with us.

large a share as possible in the administration of the country, I think it must be conceded that there are certain classes of posts, entailing a certain description of duties, and requiring particular qualifications, for which, owing to differences in the national character and habits of mind and body, Natives are much less qualified than are Europeans obtainable for the same salaries, just as, owing to these same differences, there are other posts for which Natives are much better qualified.

Further Note by the Departmental Member,—dated 26th June 1887.

I entirely disagree with Mr. Hume's views as to the expediency of abolishing the Internal Branch. This establishment (of which the net cost is only about Rs. 1,40,000, not 2 lakhs as stated by Mr. Hume) is the agency by which (1) the illicit manufacture of salt in the Punjab, North-Western Provinces, Oudh, and Behar is suppressed; (2) the frontier of the Sirsa, Hissar, Rohtak, Gurgaon, Muttra, Etawah, Jalaun, Jhansi, and Lalitpur Districts are guarded to keep out salt which has not paid duty; (3) yearly inquiries are made in the Rajputana and Central India States to ensure the observance of the Treaty engagements; (4) the refinement and eduction of salt in 532 saltpetre refineries and the processes in 43,549 crude saltpetre and sulphate and carbonate of soda factories are supervised and regulated. In fact the expenditure on the Internal Branch forms an insurance of Rs. 140,000, or a revenue of about 155 lakhs.

In 1885 Mr. Carey reduced the expenditure on this branch by about a lakh, and I arranged last year with the Finance Committee that in future there should be only one Assistant Commissioner in the Internal Branch instead of two. I may add that Mr. Bliss disapproved even of this reduction, and thought it dangerous to the revenue.

I may add that Mr. Hume's assumption that there is now any oppression to the people involved in the retention of the Internal Branch is baseless. Such was the case when I was an Assistant Magistrate 20 years ago.

But I can assert from my experience as a District and Settlement Officer that for a long time the Department has been so administered that there is no oppression nor any extortion from the people.

No prosecutions are now undertaken unless more than a seer of salt illicitly manufactured is seized, and cases of causeless arrest or seizure on the part of subordinates are always punished by dismissal. Prosecutions are very rare, and the duties of the establishment may be now said to be purely preventive. But if it were removed, illicit manufacture would at once revive. The saltpetre refiners now pay the full duty, or about 60,000 maunds of salt evolved in the manufacture of saltpetre.

If they could manufacture and sell salt without paying duty, you may imagine what would be the result. In some parts of the country the salt thus obtained is much liked. In case of a rise in the duty (very probable, I should say, in case of war), the temptation to illicit manufacture would be enormously increased if there were no Preventive Establishment. As to Mr. Hume's idea of substituting a Deputy Commissioner brought up in the Department for the present Commissioner, I consider it most impolitic. I look on it as most important that the head of the Department should be an officer of the Civil Service, familiar with general administration, and with that knowledge of, and sympathy with, the people which is best obtained by training as a District Officer.

It is chiefly because the officers at the head of the Department have for many years had such training and such experience that they have been able to introduce reforms which have freed the people from the old system of extortion and oppression to which Mr. Hume refers.

Again, the Commissioner exercises all the powers of a Local Government. He is empowered to suspend, reduce, and even dismiss highly paid European officers on his own responsibility, and I submit that it would be unwise and invidious to entrust such powers to an officer brought up in the Department—powers to be exercised over his late brother officers.

Again, the Commissioner has frequently to discuss important questions with high local officers, with the Agents to the Governor General in Central India and Rajputana, and with Residents and Political Agents. I need not say that in such cases business is facilitated by the fact that the Commissioner is a senior member of the Civil Service; and this fact also gives him more influence with the officials of Native States.

Mr. Hume says that the attractions of the appointment of Commissioner are not such as to induce a Civilian to remain for any time; and adds that if men remained for five years, something might be said for the system. As a matter of fact Mr. Hume is mistaken. For the last 25 years at any rate the average period of holding the appointment has been at least five years. Mr. Wigram Money, I believe, held it nearly ten years. Then came Mr. Hume, who held it about five years. Then came Mr. Batten, who held it about the same time. He was succeeded by Mr. Halsey, who held the post six years. Then came Mr. Carey, who has now been permanent Commissioner for five years. I was only acting for him.

Thus from 1867, when Mr. Hume assumed charge, till 1887 (20 years), there have been only four Commissioners.

Note by A. D. CAREY, Esq., *Commissioner, Northern India Salt Revenue,—dated Khewra, 29th October 1887.*

I beg to return Mr. Hume's letter and the printed papers received with your note of 17th instant, and to thank you for the opportunity afforded me of stating my opinion on the points raised by the witnesses and by Mr. Hume.

India.
Salt.
Section II.

On the question of the relative fitness of Natives and Europeans for employment as Superintendents and in the grades superior to Superintendents, my views* are already before the Commission. I entirely concur in the opinion expressed on that subject by my predecessor, Mr. Hume, in paragraph 147 of his Administration Report for 1867-68.

Within my experience Natives possessing the necessary qualifications and willing to serve in the Department are very difficult to find. Applicants anxious to obtain a footing in Government service before reaching the limit of 25 years of age, prescribed for first appointments by the Civil Pension Code, are forthcoming; but as soon as they have practical experience of the work, and are called upon to supervise manufacture or weigh salt on the edge of the Sambhar Lake during the burning heat of May and June, or to patrol at night time along rough and difficult foot paths on the Salt Range and the Indus line, their single thought is to obtain a transfer to some other Department. I think nearly all officers of experience in the Department will agree with me that the work is thoroughly distasteful to educated Native gentlemen (with very few exceptions), and is only accepted as a last resource.

I am therefore opposed to any hard and fast rule requiring a fixed number of appointments or a fixed proportion of the vacancies to be given to Natives.

The result of appointing persons to positions for which they are not suited is that work is badly done; and in the Salt Department bad work means loss, possibly heavy loss, of revenue, though it may easily escape notice, since explanations can always be found for fluctuations in the collections or absence of normal increase in revenue.

When I first joined the Bombay Salt Department under Mr. C. B. Pritchard, the number of Europeans employed in it was very small, and extreme laxity prevailed. To speak plainly, wholesale robbery was going on in all directions, and not the least important of the measures adopted by Mr. Pritchard, from which the revenue has so greatly benefited, was to considerably strengthen the element of European supervision.

The proportion of Europeans to the entire establishment after all remains very small. I regard a due proportion of Europeans in the Supervising and Controlling Staff as absolutely necessary to the efficiency of a Salt Department.

I am not in favor of paying Native Officers at a lower rate than Europeans of the same grade. Such a measure would make service in the Department even more unattractive than it is at present. Whenever a really qualified Native gentleman joins us, I would place him on a complete equality, as regards pay and privileges of every kind, with his European brother officer.

I do not concur in Mr. Hume's proposal to recruit the Department by limited competition among candidates nominated by a variety of authorities. I do not see that such a system provides any safeguard against the Department, being manned by persons to whom the work would be thoroughly uncongenial, who would do it badly, and whom it would be difficult to get rid of without hardship.

I would not even insist on a University education up to the F. A. standard as a qualification, as I think that the fewer the restrictions placed on the field of selection open to the Commissioner, the better. When a man suited in all respects for the special work of the Department has been found, it is not to the public interest that he should be disqualified and passed over in favor of a less fit person simply because he has not gone through a certain University course.

Considering the peculiar features of the work of this Department, and the fact that well qualified men have been found under the system now in force, I doubt if any change would be an improvement. I would therefore leave it to the Commissioner to nominate as heretofore on his own responsibility, unfettered by restrictions as to race or domicile or course of University education.

The Assistant Commissionerships should, I am of opinion, be ordinarily filled by promotion from the Superintendents, as is already the practice in the Northern India Salt Department. This system appears to me both the fairest, and that by which the best qualified men will be obtained.

As regards Mr. Hume's suggestion to reduce the official rank and standing of the head of the Department and fill the post by promotion from the subordinate grades, I think there are advantages in having as Commissioner an officer with experience in the general administrative work of the country. The keynote of Mr. Hume's letters is to be found in his anxiety that the annoyance to the public, which is almost inseparable from Customs work, should be reduced to a minimum, and in this desire he has my warmest sympathy. But I am not at all sure that by promoting to the Commissionership men of purely departmental experience he would obtain increased leniency in the administration of the Customs laws, or that a more marked disposition to subordinate departmental routine to the convenience of the public whenever possible would manifest itself. I think a contrary result is more probable.

In his letters of 18th June and 22nd September last, Mr. Hume advocates at considerable length the abolition of the section of the work of the Department known as the Internal Branch on financial and philanthropic grounds. This establishment was last year subjected to stringent examination by the Finance Commission, and suggestions for effecting a reduction in it made by Mr. Patterson, who then acted for me, were opposed by that Commission on the ground that danger to the revenue would result. For this reason, and because I think it almost certain that you will be of opinion that the matter is one which lies outside the scope of the inquiries of the Public Service Commission, I have not thought it necessary to follow Mr. Hume in discussing the possibility of dispensing with the Internal Branch organization.

* *Vide* letter to the Government of India, No. 56C., dated 4th August 1881 (page 13).

Section III.—Sittings at Simla.

WITNESS No. I—*19th May 1887.*

Examination of SHAIK ASSADULLAH KHAN, Superintendent, Northern India Salt Revenue Department, Internal Branch.

The *President.*

When did you enter the Department?—In 1865. I am a Native of the North-West Provinces, and a member of a family long resident there. I was educated for a short time in the Etawah High School, where I learnt English. My father also belonged to the Department, and was stationed in the Etawah District. A brother of mine is Officiating District Superintendent of Police at Lalitpur. I was 21 when I joined the Salt Revenue Department. I owed my first appointment to Mr. Hume. For two years I held officiating appointments as Assistant Patrol. My first permanent appointment was given me in 1867 as Assistant Patrol on Rs. 125. I was on the Customs line in the Nagpur Division. I was Assistant Patrol up to 1879, when I became a Patrol in Rajputana, and then, the Customs line having been abolished and Salt Treaties entered into with Native States, I became an Inspector on Rs. 200, my duties being to supervise the manufacture of salt and its weighment out from the Factory on its being cleared from the Salt Works. From Inspector I became Superintendent, which was rather a change of designation than of office. My present pay is Rs. 320, and my present duties are to supervise the manufacture of saltpetre and issue licenses, and prevent the illicit manufacture of salt

Have you to travel over your district?—Yes. I have six Revenue districts under me, but in only three of them is there any work to be done. I am on tour for eight months in the year—from October till June. The manufacture ceases in the rains, and I return to my head-quarters at Aligarh.

Who has the supervision of Factories in your absence?—A subordinate officer is put in charge.

Can you suggest in what branch Natives may be more largely employed in the Department, its efficiency being maintained?—The duties of a Salt Revenue Officer are of a very arduous nature, and require (1) that a man who undertakes them should have received a good English education; and (2) be possessed of great bodily activity and endurance.

And I suppose a knowledge of the vernacular is also necessary?—Yes. Natives of India do not generally possess the qualifications of a knowledge of English and good bodily activity and endurance at the same time. Moreover, the Department has no attractions to offer the educated Native. Its officers have to serve in out-of-the-way places—for instance, at the Rajputana Salt sources,—where even the common necessaries of life are wanting.

Do you consider it desirable that Government should, if possible, secure for service in this Department Natives who possess the requisite qualifications?—I do.

Heretofore I believe the more energetic races of India—the Mahomedan and the Rajput—have

The *President*—contd.

accepted English education very sparingly?—Yes.

Has there been a marked improvement in that respect in the North-West within the last few years?—Yes.

And do you think that in a few years' time there will be a larger number of educated Natives belonging to these energetic races qualified for service in the Salt Department?—I think so.

Have you reason to complain of any reluctance on the part of Government to employ Natives of the North-West in this Department of the public service?—I do not think so.

Your family being one of some position, you are doubtless acquainted with a large number of respectable Mahomedan families?—Yes; but having always been absent on duty elsewhere, it is only lately that I have come to the North-West.

Of the educated Mahomedans of your acquaintance, do you consider that a fair percentage are employed in the public service?—I think so.

Do you take any part in the direction of the Aligarh College?—Having been so frequently absent on tour, I have had no leisure to do so. I have a son and a nephew at that institution.

Are there among the pupils in that College Natives of Southern India and Bengal?—There are many such from Hyderabad, and, I believe, there are one or two from Bengal.

The Hon'ble Mr. *Quinton.*

Do you ride your marches?—Yes.

The *President.*

I believe you were at one time employed in supervising the manufacture of salt at Sultanpur?—Yes.

Your present appointment is one which brings you into frequent relations with District Officers?—Yes.

It is an appointment which requires tact in the holder of it?—Yes.

You are the first Native who has held such an appointment?—I believe so.

Have you always been received with cordiality by the European Officers with whom you have been brought in contact?—Yes.

And have your business relations with them always been satisfactory?—Yes.

Your father is, I believe, Vice-President of the Municipal Committee at Meerut?—Yes.

Have you anything further to add?—Nothing.

WITNESS No. 11—*19th May 1887.*

Examination of R. J. WHITTEN, Esq., Deputy Commissioner, Northern India Salt Revenue Department.

The *President.*

When did you enter the Department?—Twenty-five years ago as Assistant Patrol of the lowest grade in the Customs line, Delhi Division, on a salary of Rs. 100. I was born and educated in England. I obtained my first appointment in the Department through Mr. Money, Commissioner, on General Troup's recommendation. General Troup was a friend of mine. I was Assistant Patrol until I passed my examination about eight months after joining. I was transferred in December 1863 to the Internal Branch on Rs. 200. In 1869 I was appointed the Commissioner's Personal Assistant on Rs. 500. In 1870 I became Collector of Customs in the Agra Division on Rs. 600. That was exceptional promotion, and by 1875 I had risen to Rs. 800. In 1877 I was appointed Deputy Commissioner, which appointment I now hold. Since 1877 I have been twice appointed to officiate as Commissioner for short periods. I may mention that formerly there was a Customs line extending from Torbeyla on the Indus to the Mahanadi in the Central Provinces, a distance of about 2,000 miles, for about 1,500 or 1,600 miles of which the line was defended by a hedge. This line had to be patrolled in order to prevent the importation of salt from Native States, and also the exportation of sugar from British territory into Native States. There was an import duty on salt and an export duty on sugar. That system was abolished when the Salt sources in Rajputana, the Sambhar lake, and other sources were leased ten years ago. Treaties were made with the several Native States owning these sources and with other States for the suppression of many other earth-salt works.

What were the Salt sources in British territory before that time?—First the Excise works in the Delhi Division, next the Sultanpur and Nuh Salt works, and then the Saltpetre works all over the North-Western Provinces and Oudh. We had also some mines which were not affected by the abolition at all. When the line was abolished, the mines in the Salt Range continued to be worked; the Excise works at Sultanpur and Oudh were also continued; and in lieu of the line an establishment was organized at the Salt lakes in Rajputana for the manufacture of salt, and the levy of duty went on there instead of on the line.

Can you tell us the extent of the territorial area over which the operations of this Department extend?—The whole of the Punjab, the North-Western Provinces and Oudh, the whole of the Rajputana and Central India Agencies, and about one-third of the area of the Central Provinces within which Northern India taxed salt is consumed; also the whole of the Province of Behar or Tirhoot. We have also some salt quarries in the Mandi State in the hills near Simla, which the Department supervises on the part of the Maharaja, and a certain share of the duty of which the Government takes—that is to say, we keep the establishment and pay it and take a share of the duty as our right under treaty with the Maharaja. The duty amounts to about Rs. 30,000 a year, and our expenditure to Rs. 7,000 or Rs. 8,000.

The *President*—contd.

Will you tell us roughly the amount of revenue which is derived from the Salt works under the control of your Department?—Last year it was 157¼ lakhs of rupees.

The manufactured salt produced in India has to compete with sea-borne salt from Cheshire?—Yes, and also with manufactured salt from France, Italy, Spain, Portugal, Jedda, Muscat; all these salts come into competition with ours.

Is it the case that to a considerable extent salt is brought to the country by ships as ballast?—Yes.

And that, therefore, the cost of the carriage of sea-borne salt has of late years been very much reduced?—Yes.

But notwithstanding that you have been able to push your salt further towards the coast?—Not materially, because any reduction of duty which has taken place in Northern India has also taken place in Bengal.

Is it the case that in consequence of greater facilities of communication, the Indian-produced salt has been pushed down much further towards the sea than was possible before railways were opened?—Yes.

And that the further you can occupy the country with the consumption of your salt, the larger the revenue of your Department?—Yes.

And the greater the responsibilities connected with its collection?—Yes. With reference to the question of communication, I may say that the Indian Midland Railway will convey our salt into parts of the Central Provinces, where the consumption is at present mainly of Bombay coast salt. The new Punjab line will cheapen salt within our present area, and may add a little to the consumption of rock salt in Sind to the displacement of Sind-manufactured salt.

There is no probability, so long as the tax is maintained at the present rate, that the revenue you collect will be lessened, and the probability is that it will be increased?—Yes. In continuance of any former answer, I may add that in the Salt Range in the Punjab there are outcrops of rock salt in Jhelum, Shahpur, and Bunnu, where the mines can be worked most economically. We have mines also at Kohat, and there salt is mined or quarried, bought and sold, after levy of duty. Everywhere else on the Range the outcrops are protected by an establishment composed of peons and petty officers under Superintendents. The Range is divided into beats, each beat being in charge of a Superintendent. Then we have the Sultanpur Salt Works. These are Excise Salt Works—that is to say, we do not own them; they belong to and are worked by Natives; the salt is protected by our establishment; we supervise the manufacture in our own interests, insisting on its being up to a certain quality; and on the salt being purchased by traders, we levy the excise upon it, weigh it, and issue passes. The Sambhar Lake Salt source is leased by the British Government from the Maharajas of

The *President*—contd.

Jodhpur and Jaipur, and we work it purely on our own account. In the early part of the season we manufacture salt by the admission of the brine into shallow pans; there the brine evaporates, and the salt which has formed is taken to the edge of the lake and stored. We have a second system—a system of deep pans—in which as long as there is any brine available in the lake, we can manufacture salt. The best quality of salt we make in the lake is made in these pans. Finally, when the brine all over the area of the lake has evaporated to a certain point and the salt precipitates, we lift out the crystals which have formed naturally and without any help on our part. A somewhat similar system with local variations applies at all the Salt lakes.

What does it cost you to extract salt from the Punjab Mines?—Eight pies per maund to excavate the salt and bring it down to the depôt.

And at the Sambhar Lake?—About 7½ pies on an average.

I believe no Native is now allowed to make earth-salt in any part of the area controlled by this Department?—No.

What is the duty of the Department in connection with the manufacture of saltpetre?—There are saltpetre works, carbonate of soda works, and sulphate of soda works, all of which we supervise.

Who is the unit, so to speak, of your Department?—The unit is the Superintendent in charge of a Circle. In the North-Western Provinces and Oudh and Behar there are 14 circles. The aggregate area of these circles is 1,60,000 square miles, and within that area there are 503 saltpetre refineries at work, 38,000 crude saltpetre works, and very nearly 9,000 carbonate of soda and sulphate of soda works. It must be borne in mind that India is one of the great saltpetre-producing countries of the world, and that carbonate of soda and sulphate of soda are largely used in Indian industries. The object of the Department therefore, while protecting the Salt revenue as far as possible, is to promote rather than impede the manufacture of these substances. We have 14 Superintendents, and under them an establishment composed of Inspectors and petty officers, who are appointed to patrol the saline parts in the different pergunnahs and tahsils, and to look after the manufacture of the substances I have mentioned, and also to see that no infringement of the Salt Act occurs.

How many Assistant Commissioners have you?—Six.

How many Assistant Commissioners in the Internal Branch?—Two—one supervises the Upper and the other the Lower Division; that is to say, the up and down country Divisions.

What are the duties of Superintendents?—They are supposed to be moving actively about their circles for eight months in the year. During the rains no manufacture is possible. We have no Assistant Superintendents. The Inspectors are in charge of the sub-circles within the circles of these Superintendents.

What are the Inspectors' duties?—They are at the head of the Subordinate Service. They are all Natives without exception.

The *President*—contd.

Have no Europeans applied for Inspectors' appointments?—Very few. We do not consider these appointments eligible for Europeans. The pay in the first place—Rs. 30 to Rs. 70—is not good enough. In times gone by we have had one or two European Inspectors, and have not found them a success. Above the Inspectors are the Superintendents. We have now two Native Superintendents; one of them, the witness who has just been examined, is employed in the Internal Branch. There are, as I have said, six Assistant Commissioners. Those in charge of the Internal Branch administer the Internal Branch, see that the Superintendents do their work and make the establishment under them do theirs, and settle and dispose of all fines for misconduct, questions of leave, promotion—everything, in fact, which an Administrative Officer in charge of a Division has to look after. In the winter they go on tour through their divisions, and in the hot weather they remain at head-quarters, writing their reports and doing their administrative work. There is no out-door work for any one of the Internal Branch during the rains. In future there is to be only one Assistant Commissioner in the Internal Branch.

Who supervises the Superintendents in the Salt Range?—The Assistant Commissioner.

Has the Assistant Commissioner anything to do with the mines?—He is not specially in charge of the mines. There is a Superintendent in charge of each mine who is responsible for its working.

Is the duty of the Superintendents of the Beats arduous?—Yes; they have a great deal of night patrolling to do, and the country over which they have to patrol is very difficult indeed.

Is any part of it on the Frontier?—No; it is on the Salt Range, a very hilly country, and difficult to get about in. I should mention that we have a small establishment at Peshawar and Attock, all down the line of the Indus, under four Superintendents, whose duty it is to prevent the transmission across the Indus of a kind of salt known as Kohat salt, on which for political reasons a duty of only 8 annas per maund is levied, the salt being mainly consumed by the Pathan tribes in Afghanistan and on the Frontier—in fact, the whole of the inhabitants of the trans-Indus territory use it.

You say each mine is under a Superintendent?—Yes.

Has that Superintendent to make plans for the working of the mine?—Yes.

Is it his duty also to prevent any illicit removal of salt from the mine?—No. The Beat Superintendent in whose district the mine is situated undertakes preventive duties.

Will you kindly give us your views as to the possible larger employment of Natives in the Department?—Looking at it purely from the point of view of an Administrative Officer, and leaving out of consideration the sentiment or the policy of it, I think the European is the man who gives better value for your money in the Department than the Native will do. I say nothing about the honesty of the Native; he, as far as I know him in the Department, is just as honest as the European; but he has not the same power of

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Section III.

R. J. Whitten, Esq.

The *President*—contd.

controlling his subordinates; nor is he able to work so hard and stand exposure in the same way as a European will do. A European will kill a Native at work, whether it be in the sun or at night.

You say you have only two Native Superintendents?—Yes, but I have known some twelve or fourteen others.

Is the work of your Department popular with educated Natives?—No.

Why?—First and foremost on account of the night work; and, secondly, on account of the few attractions the Department offers in the way of pay, promotion, and society. As an instance of the want of attraction of the Department in the way of pay, I may refer you to the case of the last witness. That gentleman is a member of a highly respectable family, of which the head held the title of Nawab under a *sanad* from the Emperors of Delhi—a title which has recently been recognized as a personal distinction in favor of the father of the witness. The witness has been in the Department altogether about 20 years, has borne an excellent character throughout, and enjoys the reputation of being a good officer all round. His pay is now only Rs. 320, while his brother, who entered the Police about five years ago as Assistant Superintendent, is now officiating as District Superintendent on not less than Rs. 400. And as regards the unpopularity of the work by reason of the localities in which it is carried on, I may instance the case of a Native Superintendent now stationed at a place called Phalodi, 11 miles away from the nearest town or village. There is absolutely no society there of any kind; drinking-water has to be brought from 10 miles away. This Superintendent is the only man within 10 or 12 miles who can read or write a word of Urdu or English. Phalodi is on the extreme north-west of the Jodhpur State, and the man I refer to is stationed there, because we find it so difficult to keep Europeans there. The Europeans who have been stationed there quarrelled with each other, and made themselves very unpopular. Phalodi is only a 2 years' post.

Are none of your works, with the exception of those at Delhi, near any of the large cities?—None of them are. Even those at Sultanpur are 50 miles from Delhi.

Do you find that educated Natives object to being posted to places at a distance from towns where they can educate their children?—Yes; many complaints are made about the difficulty they have in educating their children in these out-of-the-way places, and it is unusual for a Native to bring his family to such places.

You have no doubt made the acquaintance of a large number of educated Natives since you joined the Department?—Yes; I have a great many Native friends.

Do they ever apply to you for appointments?—Certainly not.

Your service has been chiefly in the North-West and the Punjab?—It began in the Punjab, and then I went to Oudh, and then to the North-West, and now I am travelling about almost everywhere, though chiefly in the North-West, my head-quarters being at Agra.

The *President*—contd.

Do the Natives of Northern India, who have largely taken advantage of education, belong, as a rule, to the more energetic races?—No; they principally belong to the clerical castes, the Brahmans and Kayests. The more vigorous races of Upper India have not so largely availed themselves of the opportunities for education; and in the upper grades of the Salt Department men require a knowledge of English in addition to energy and honesty.

Do they not require a certain amount of knowledge of Chemistry also?—Not as an initial qualification, but certainly a man should be capable of acquiring it.

And also be capable of being taught Engineering?—Except in the case of the Mine Superintendent, and in a lesser degree the officers engaged in manufacture at Sambhar, we do not want that; what we want is a man of high class intelligence, and the more cultivated, the better.

Why do you say the more cultivated, the better?—Because his work constantly brings him into contact with District officials, Political Officers, and officials and Zemindars in Native States.

From what class of men do you generally recruit your Superintendent and Assistant Commissioners' grade?—From the sons of Military and Covenanted and Uncovenanted Officers.

Are you acquainted at all with the domiciled Europeans and Eurasians in your Department?—Yes, with all of them.

What sort of officers do they make?—Domiciled and non-domiciled Europeans and Eurasians may, generally speaking, be said to be all on a level; but if I had to choose between them, I should say that a non-domiciled European was the best of the three.

In what respect?—He is more energetic and a stronger man all round.

Do you consider that the best of each class are about equal?—Yes. The domiciled Europeans are principally men, who, as boys, were educated in the Hill Schools, such as Bishop Cotton's, the Mussoorie, Darjeeling, and Poona Schools.

Do they make fairly active officers?—Very good officers, indeed.

At present appointments in your Department are made by nomination?—Yes; and I think the present system works very satisfactorily, and the only amendment I would suggest is, that an educational qualification should be insisted on.

What educational qualification would you insist upon?—I would insist on a University education up to the F. A., or a standard equivalent to that.

Have you any objection to appointments being thrown open to competition among nominated candidates with the educational qualification you suggest?—No.

Do you see any good ground for placing any bar to the appointment of Natives in this Department?—Not if you can get them with the qualifications I have indicated as requisite. I may say that the head of this Department has for the last 30 years invariably been an officer in the

The *President*—concld.

Civil Service, who has been a District Officer, or has served in a district, and to my knowledge for the last 20 years at least has invariably encouraged the employment of Natives in the upper grade of the Service.

Is it desirable to introduce a system of graded pensions in this Department?—Yes. I consider that such a system would add to the efficiency of the Service by enabling men whose health has been impaired by the exposure and hardships incident to the Service to retire without incurring the great sacrifice which they now have to make if they would retire.

Do you think also that as a superior officer you would have less reluctance to compel retirement under such circumstances?—Very much so, indeed.

Mr. *Patterson.*

Has the result of the taking over of the Salt works in Rajputana by the British Government, and the improvement in recent years in salt manufacture and in communications, been greatly to cheapen the average cost of salt over the whole of Northern India?—Yes.

And to reduce the retail price of salt?—Yes.

The *President.*

What is the average price of salt at present?—About 14 seers to the rupee. Fifteen years ago, certainly not more than 18 seers would have been obtainable for a rupee. In many parts of the territory under this Department the price of salt

The *President*—contd.

has actually been cheapened to the people by the imposition of our duty in lieu of the transit duties which the Native Princes used to levy.

Do you yourself think that anybody is prevented from using as much salt as he likes by reason of the tax?—No; and the great proof of that is that it really does not pay people now to undergo the risk and expense of manufacturing salt in their own houses. Taxed salt is so cheap. Prosecutions for petty infringements of the Salt Act by persons in saline districts are rare nowadays. For many years past we have ceased to prosecute persons found in possession of less than one seer of illicit salt.

During the time you have been in the Department have you known any instance of patronage having been improperly exercised?—No; and in the two or three cases of men having turned out badly, the Commissioner who appointed them was not acquainted with their families, and two of the men who were appointed by the Commissioner were excluded from the Department owing to their not passing the departmental examination.

The Hon'ble Mr. *Quinton.*

Are non-domiciled Europeans required to pass an examination in vernacular languages before nomination?—No; they are allowed one year, after they join the Department, in which to qualify themselves in departmental matters and to pass the vernacular test, and for that year they are regarded as probationers.

WITNESS No. III—*19th May 1887.*

Examination of A. F. ASHTON, Esq., Assistant Commissioner, Salt Department, Sambhar.

The *President.*

When did you enter the Department?—In 1869. I was born in India and educated in New Zealand, my father having gone there to reside. I was about 19 years of age when I returned to India and entered the Public Works Department in the Accounts Branch. I entered the Salt Department as an Assistant Patrol on Rs. 125 in the Etawah District. I held that appointment for about seven months, and was then transferred to the Cawnpore District, and from thence to the Bulandshahr, and subsequently to the Aligarh District. I was next appointed to be Officiating Assistant Commissioner in the Agra and afterwards in the Allahabad District, and again to the Agra District, and from Agra to Didwana as Assistant Commissioner. Subsequently I returned to the Internal Branch, and was posted first to Agra and then to Benares, and from Benares to my present appointment at the Sambhar Lake. I have had experience of the working of the Department in all parts of the country to which it extends, except in the Punjab.

What are the duties of a Superintendent in the Sambhar District?—The work is of two kinds—the superintendence of the manufacture, and the supervising of the weighment of salt. The Superintendent of Manufacture has to arrange for the manufacture of the salt at the lake. The

The *President*—contd.

work commences in October; it is his duty to collect labour and to see that the pans used in the manufacture are made in the vicinity of the lake, and later on he arranges for the making of the enclosures in the lake itself in which to collect the brine. When the manufacture of the salt has commenced, it is his duty to go out every day and supervise the extraction and the estimation of the salt. By estimation I mean the cubical measurement of salt in bulk by a graduated rod. He has also to supervise the payments made on account, and the storage and all work connected with the manufacture.

Are the persons who manufacture salt paid by contract?—All work connected with the manufacture is done by petty contract, except of course petty works of construction, which are done by daily labour. His next duty is to supervise the measuring of the salt and the storing of it in heaps. The bulk of his work takes place in the hot weather, when of course the lake is at the lowest.

Have you served with Native Officers of the Department at any time?—Not with Natives in the superior grades.

With Native Superintendents?—No.

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The *President*—contd.

So that you cannot give us any opinion as to their qualifications?—Not in regard to individual cases.

Have you ever served with Natives in the Internal Branch?—Not with Natives as Superintendents.

What are your views with regard to the employment of Natives in the Department?—They are similar to those Mr. Whitten has just expressed, *viz.*, that if you can get a Native to stand the hard work and exposure, you may just as well employ him as a European; but I think that a Native, who by his education and in other respects was qualified to do the work, would scarcely think it worth his while to enter the Department.

Have you any educated Natives in the Inspectors' grade?—Yes.

What is your experience of them?—That if you get a really well-educated man, he will not remain in the Department if he can possibly get anything else. It is a constant difficulty with us to obtain well-educated men for the Inspectors' grade—that is to say, men with a knowledge of English.

Have you had many domiciled Europeans and Eurasians in the Department?—Yes. I have known a large number of officers of that class.

What do you think of their work?—I think they do their work fairly well.

The *President*—concld.

As compared with Europeans from England?—As a rule, a European from England has more liberal views about work; I mean he does not care what he turns his hand to.

The Hon'ble Mr. *Quinton*.

Have you observed any difference between the two classes as regards their patience and influence with their Native subordinates?—I do not think so.

The *President*.

Do you consider that the duties of officials in this Department are extremely trying?—Yes.

Especially in the case of Natives?—In the case of both Natives and Europeans; more especially is this so at Sambhar, where, during the hot weather, we are exposed to the sun all day long. In the Internal Branch we are in tents up to the rains; and it requires men of considerable physique to stand the amount of hard work and exposure which we undergo.

Have you seen any reason to doubt the honesty of the educated Natives employed in the Department?—Not at all.

Have you found them sufficiently careful of the interests of Government?—I think so.

Have you any reason to think that they take advantage of their position to levy illegal demands from the public?—No. I think that with education the Native improves also in official morality.

WITNESS No. IV—*19th May 1887*.

Examination of J. BOLSTER, Esq., Superintendent, 1st grade, in charge of the Mayo Mines, Punjab Salt Range.

J. Bolster, Esq.

The *President*.

When did you enter the Department?—In 1871. I had been previously a Master in Bishop Cotton's School. I was born in Ireland and educated at a private school in Bandon. My first appointment in the Department was as Assistant Patrol on Rs. 125, which post I held for exactly two years, and was then promoted to Rs. 150. I am now a 1st grade Superintendent drawing Rs. 1420, plus the special allowance which is attached to the appointment.

Had you received any Engineering training before you entered the Department?—No; but the Mathematical training I had received made the acquisition of a certain amount of Engineering knowledge comparatively easy. I had also the advantage of a six years' course of instruction under Dr. Warth, a Mining Engineer. Dr. Warth prepared the working-plans of the mines in the Punjab. He is a Conservator, Forest Department; but during the period to which I allude, he held the office of Collector in this Department—an appointment corresponding to that of Assistant Commissioner in the Revenue Branch.

Have you worked at all with Native Superintendents in the Department?—Yes; I have had three Native Superintendents under me.

How did they do their work?—One, who is still in the Department, is a good man; the other two were failures.

The *President*—contd.

In what did they fail?—They had beats in a Salt Range, and, as you have already heard, the work in a Salt Range is particularly hard. They were both of them North-West Provinces Mahomedans of good family, and it is only just to add that they were in about the most trying place they could have been posted to. To begin with, the physical features of the country are against a North-West man; the roads which they have to ride are little more than pathways and very steep. The salt outcrops which the Superintendents have to visit are scattered about, some of them in places almost inaccessible, and this part of the work is done at night by the Superintendents visiting the guard posts. So inaccessible are these places, that I have myself seen peons and petty officers accustomed to the work of the Department for years refuse either to go before or to follow a European officer who went to inspect the crop. One instance of this occurred to myself, and I had to go alone. Again, on account of their having to lie out at night in wait for smugglers, the work of these men was very trying, and the extremes of heat and cold to which they were exposed were much greater than Natives are accustomed to in the North-West.

Ordinarily speaking, do you think Natives might be employed as Superintendents in the Internal Branch?—If they could be found with the necessary qualifications for the work. You see in

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Behar we have to mix and deal with Planters, and not only with Planters, but with the other people of the country with whom our duties constantly bring us into contact or antagonism. You want therefore a man who can depend upon himself, and who will make his influence felt to a greater extent than the Native is ordinarily capable of doing.

If you could get Natives with the requisite qualifications, you would not object to employ them?—No.

But ordinarily you prefer Europeans?—Yes.

How do you think domiciled Europeans compare with non-domiciled Europeans?—I prefer the non-domiciled Europeans.

When you were a Tutor at Bishop Cotton's School, a large number of boys attended it?—Yes, from 120 to 130.

What is your opinion of them?—Some were very good, not the majority though. There are some who are now Executive Engineers in the Public Works Department and Assistant and District Superintendents in the Police.

Were those you speak of as very good in all respects as good as English boys of the same class?—I think so. The majority of the boys in the school were not what the same number of boys in an English School would be.

What opinion have you formed of Eurasians as Superintendents in the Salt Department?—I have found them hard-working men.

And, as a rule, as able to undergo hardships as Europeans?—I cannot say that: I do not think they are.

The Hon'ble Mr. *Quinton*.

Do you think that the boys at the Hill Schools have as much self-reliance as boys at schools in England?—No; they are not so self-dependent.

In practice do they do as much for themselves as boys in the same class of life in an English School would do: for instance, have they more servants to look after their requirements?—My experience is that even at a Hill School the boys will not do for themselves what boys will do at home.

The *President*.

What do you think about competition for appointments in this Department? Do you prefer pure nomination or competition?—I prefer a system of nomination followed by competition, as I think it would assist the Commissioner to secure a better class of men.

Are the men who have been hitherto appointed to the Department by nomination efficient generally speaking?—With the exception of two or three, whom I would not call a success, I think they are all good men. The failures I allude to were cases in which the Commissioner might well have been deceived by the social position of the men and the opportunities they had had for acquiring the necessary education; and in which, in my opinion, he was justified in assuming that they were fit men for the Department. I know in the Department of no instances in which patronage has been improperly exercised. I may mention that one of the men I allude to is no longer in the Department, he having failed to pass the departmental examination.

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A. O. Hume, Esq.

No. I—Note by A. O. HUME, Esq., C.B., formerly Commissioner of Salt and Inland Customs and Secretary to the Government of India, Agricultural and Revenue Department,—dated Simla, 18th June 1887.

In your letter of the 10th June, you kindly ask me to state my opinion as to—

I.—The constitution of the North of India Salt Revenue Department.

II.—The relative qualifications of the several classes which seek employment in the upper grades (*i.e.*, carrying a salary of Rs. 100 and upwards, and not being purely clerical).

III.—As to the conditions of service in respect of pay, furlough, and pension.

2. I do *not* suppose that you desire me to attempt complete and exhaustive replies to these very widely reaching questions, as this would involve the compilation of a bulky treatise, which I have really not the time to prepare, and which I can hardly believe that even your Commission (burthened with the care of examining into the arrangements of so many departments) would have the patience to peruse. I therefore propose to reply to your letter on the assumption that all that is required of me is to note such special points connected with the subjects covered by your questions as I consider more particularly deserve the attention of your Committee.

3. The first point on which I would insist is that the existing system of recruiting the upper grades of the Department by nominations, which, with every care, involves much risk, should be modified. At present the Commissioner, rarely an officer of much experience in the Department (the appointment not being good enough to keep at all able members of the Civil Service many years), appoints just whom he pleases. I would change this. I would allow him to nominate as many candidates as he pleased, but I would also allow all District Officers, Commissioners, and any other responsible officials the Government might empower on that behalf to nominate as many candidates as they saw fit. Nominating officers to be responsible to Government that the candidates put forward by them were youths or young men, not above 24 years* of age, of good character, and belonging to respectable, but not necessarily rich, or even (so called) *good* families. From all these candidates the required recruits to be selected first by a series of physical tests, and then by a competitive examination. As regards the former, the men would be carefully examined by a Committee of Medical Officers, and only those with good sight, sound in wind and limb approved. Those thus approved would have to show that they could ride horses and camels well, and could ride and walk considerable distances without much fatigue, and, in such other way as might be considered desirable, prove that they were active and hardy. Candidates thus far approved would then go into a competitive examination. This examination should embrace only three subjects—English, Urdu, Arithmetic,—but should be so far exhaustive as to prove that those who passed satisfactorily were good Arithmeticians and Accountants, and either thoroughly good English scholars and fair Urdu scholars, able to converse fluently and write easily and fairly well in this latter language; or thoroughly good Urdu scholars and fair English scholars, able to converse fluently and write easily and fairly well in English. Examinations might be held once in two or three years at Agra; the foremost men getting any vacancies open at the moment, and others who, though not foremost, yet fully came up to the required standard, being employed at once as extra officers† of the higher subordinate grades, to be absorbed as vacancies occurred, provided that they in the interim conducted themselves to their superiors' satisfaction.

Of course after entry into the Department they would have to pass the required examinations in Departmental Law and Practice, and in what, for want of a better word, I may term the Chemistry of Salines. I lay stress upon this. There ought not be a single officer in the Department ignorant of the rudiments of Chemistry and destitute of a complete practical knowledge of the Chemistry of the Saline substances with which he is brought in contact.

I think this change in the manner of recruiting the Department very essential, but I do not dwell further on it, or do more than sketch the merest details, because if my suggestions on the second point I have to deal with should meet the approval of Government, it will probably be at least three and perhaps four years before any new recruits are required.

4. This second point is the abolition of the Internal Branch of the Department, whereby at least 2 lakhs a year would be saved to Government, and the people, especially of Oudh and Behar and parts of the North-Western Provinces, relieved of no trifling amount of annoyance, extortion, and harassment. The Internal Branch has done excellent service in its day, and was, when my friend the late Mr. Vere created it, a necessity; but time and circumstances have changed, and it has now become an anachronism. It was designed to prevent the illicit manufacture of edible salt from the salt-earths that abound in the Provinces above referred to, and the illicit separation of edible salt in the process of manufacturing other salts, such as saltpetre, *khari*, *sajji*, &c. Now when

* An exception to this rule being made in favor of men already in the Department in the subordinate grades whose age might be allowed to exceed 24 by one-fourth less than the number of years they had served in such grades.

† So as to not to interfere with the promotion in these grades.

the retail price of salt in many places where salt-earth abounded fell little below the rate of Rs. 10 a maund; and when the people, habituated to the use of this dirty, small-grained illicit earth-salt, liked it quite as well as if they did not prefer it to the purer, cleaner, duty-paying salts, there was an enormous temptation to do that which the Internal Branch was specially organized to prevent. But now that at the same places the retail rate of salt does not exceed Rs. 4 per maund; now that it pays the crude saltpetre-maker better to leave the salt in along with the products of his pans than to separate it; now that by a quarter of a century's disuse of this inferior and use of a superior article the people have become so particular that they will not even take the blue Sambhar (in old days the best salt that could be got), but insist on perfectly pure white salt, the Internal Branch is little more than an instrument for annoying the people at a yearly net cost of at least 2 lakhs of rupees.

5. The officers of the Internal Branch are mostly very good men, and I am sure they do their best to keep their underpaid subordinates in good order; but these are perpetually on the move far away from them, and their real and most essential occupation is the extortion of money from the peasantry by threats of preferring charges of illicit manufacture against them. Incidentally, of course, they visit all plains covered with saline efflorescences, and see that no one has anywhere been scraping up salt-earth and all crude saltpetre, *khari, sajji, and russi* works, and see that no salt is separated thereat; but this is so to say an accident of their mission; professionally they are licensed extortioners. To me it seems perfectly scandalous that now that no imperious financial necessity demands its retention, this ill-omened band of plunderers should continue to be maintained at a cost of between 2 and 3 lakhs to that very people on whom it preys. I admit at once that on the abolition of the Department some scores of old starving widows will each make a few *lotas* full of filthy brine or a few pennyweights of dirty earth-like salt. In God's name let them make it. If 50,000 did so, even the clear saving to Government by the abolition of the branch would still considerably exceed 2 lakhs a year For setting aside the fact that the amount consumed by these 50,000 would be very small (and no one will nowadays buy such stuff), those who would resort to the process would be only those so poor that they now go without any salt at all, except when charitable neighbours give it them; and so long as any one gave them better stuff, they would never fall back upon this last repulsive resort of the saltless. Besides are we to worry the whole rural population of some 25 millions of people because some few paupers may make a few handfuls of salt? I declare if the charge were to involve the *loss* of 2 lakhs a year, it would be a small price to pay for the great and wide-spread relief we should afford the people; and when, instead of this, the change will effect, instead of a loss, a saving to fully this extent, I confess I am astonished to find that it still remains to be made.

In all these fiscal arrangements, too, the maxim *de minimis non curat lex* should be borne in mind. I can give a practical illustration of this to the point. When I took charge of the Department in (I think) 1867, the Internal Branch was worked with a vigour and thoroughness worthy of a better cause. Every man in whose possession or on whose premises or works a grain of earth-salt was found was prosecuted. At this distance of time I cannot be sure of figures. But I believe that at that time yearly close on 3,000 persons were prosecuted in the North-Western Provinces and Oudh. It seemed to me monstrous, the more so that I believed half the cases to be false. A body of Customs peons, with a policeman, suddenly surrounded a man's house or work; there was nothing to prevent one peon slipping in a little *potli* containing half a tola of earth-salt into any crevice, or into any heap of ashes, and another finding it there a few minutes later. I applied to Government for permission not to prosecute where less than a seer of salt was found in one place. This being sanctioned, the prosecutions fell (I write from memory) to less than 1,000 during the second year, but the revenue never suffered in the slightest. It is incredible, but it is a fact that after I had left the Department the old system was reverted to, not from design, but owing to sheer carelessness; and it is only comparatively recently that the one seer limit has been again recurred to. Nowadays, under the changed condition of affairs, the abolition of the Department would be no bolder step than, and might be as safely taken as in 1868, the abolition of all prosecutions for seizures under one seer in weight. And I may add that, vehemently opposed to the measure as many of my officers were at the outset, there was not a single officer of any experience who did not concur after three years' trial of it that the revenue had not suffered, and that the people had benefitted greatly; and the same may now be confidently predicted of the abolition of the branch.

6. Now in abolishing the branch the first step will be to get rid of most of the subordinates; the best amongst them can be drafted to fill vacancies as they occur in other branches of the Department, or even transferred to these and retained there for a year or two as extras until absorbed; and the rest, the inferior majority, must be dispensed with on pension or gratuity, as the case may be. Then the superior officers acting under the Collectors' or Deputy Commissioners' instructions and guidance must see that recognizances are entered into by the zemindars of all places where there are extensive saline efflorescences or crude works to the effect that they will see that salt is not made or separated thereat. Tell the people that the Salt Department is going to be done away with, and they will be only too glad to do anything reasonable to facilitate matters. In all such villages, too, the chowkidars must be also made responsible for reporting any overt breach of the law.

Then the officers must prepare a list (Tahsildar) for each district of places that might be most readily utilized for manufacturing salt for the District Officers, and these would instruct each Tahsildar accordingly to keep an eye on these. Under existing conditions practically no supervision would be

required; but if the duty on salt were at any time raised, a little more vigilance might be required, and each collectorate should have records showing where that special vigilance should be directed.

For a limited period the Superintendent or Inspector (or whatever the head officer of each Circle is now called, there are some 14 of them) may be retained with a small personal staff, just to make sure that the new arrangements are working satisfactorily; but they should be absorbed as vacancies occur in the Department elsewhere, and in the course of two or three years the Internal Branch should have disappeared. At that time such officers as had not been absorbed should, if thoroughly good men, be posted as extra officers to Sambhar and other places, where there is always work for such, until such time as they were absorbed.

7. The third point in regard to the constitution of the Department to which I would draw attention is the feasibility of abolishing the Commissionership. The Commissioner draws Rs. 2,500, plus Rs. 200 travelling allowance, and I believe something besides. If this salary would ensure keeping the same officer, a 1st class Covenanted Civilian, for say not less than 5 years, there would be something to say in its favor. But it does not and cannot ensure this, and under these circumstances this high salary is a pure waste of money. The abolition of the Internal Branch will reduce considerably the work of the Superior Controlling Officers of the Department. But still the work of supervision will be more than one single officer can undertake. Give up the idea of having a 1st class Covenanted Civilian, who really now is not required for the Department, and take instead a 1st class Uncovenanted man thoroughly trained in all the minutiæ of work. Instead of the Commissioner on Rs. 2,750 a month have a senior Deputy Commissioner on Rs. 1,200 rising to Rs. 1,500 a month, and the same travelling allowance that the present Deputy Commissioner gets. I undertake to say that not only will there be an average saving of some Rs. 15,000 a year more or less, but that in *a series of years* the work will be better done than it now is with a constant change in the head of the Department.

8. These are the chief points connected with the constitution of the Department to which attention appears necessary. As to the relative qualifications of the several classes which seek employment in the upper grades, there can be no doubt that of those who *seek* this employment, the best men that we get all round are pure Europeans. But this is not because there are not equally good Eurasians and Natives to be found, but because, with rare exceptions, the equally good men of these classes can find other, and to them more congenial, career. For the first 15 to 20 years of a Customs Officer's service, his life is one of constant bodily exertion and exposure during even the worst and hottest period of the year, and the pay during this period is not better than is to be obtained in the Revenue, Police, Judicial, and even merely Clerical lines. There are many fine young men, pure Europeans, to whom at the outset of their career this out-door life of constant bodily exertion, with plenty of opportunities for sport, is infinitely preferable to one involving in-door desk work, even though this latter may carry a somewhat larger stipend. But this is less often the case with Eurasians, and scarcely ever so with Natives. That there are Natives fully competent for the work, men like Khan Nizam-ud-din Khan (of the old Sirsa Line Division) and Babu Kali Narayan Roy, who was for many years in supreme charge of the Sultanpur Works, sufficiently prove. But Natives of the required calibre have seldom hitherto applied for service in the Department; and though we have had some very good Eurasians, as a rule the Eurasians who apply are not of the first class. On the other hand, of the young pure Europeans, many of the very smartest lads seek employment in the Customs, and men like Messrs. Adams, Whitten, Ashton, and Lyon would have made names for themselves, and taken high places in any branch of the Service, Covenanted or Uncovenanted, Civil or Military. But, as will have been observed, I do not consider that the admissions to the Department should be restricted to any class or race. It is an Imperial Department, and therefore no Provincial rule in regard to candidates is required, and the only restriction in their case needful is that they should be domiciled in India. I do not myself doubt that as time runs on even the best classes amongst the Eurasians and Natives will compete, and compete with a fair measure of success; for service in this branch, and the rules for admission into the Service, should leave the door as widely open for them as for the pure Europeans, who hitherto have undoubtedly been, as a body, our best officers, and this because the nature of the life involved being congenial to many young Englishmen, to much fewer Eurasians, and to very few Natives, many of the smartest Europeans, much fewer of the smartest Eurasians, and scarcely any of the smartest Natives seek employment in the Department.

9. In regard to pension and furlough, my view is that the rules in regard to these should be identical for the superior grades of all branches of the service, Covenanted and Uncovenanted; and whatever rules are finally accepted as regards the Revenue, Judicial, Public Works, Forest, and Police Departments might properly be accepted for the Northern India Salt Revenue Department. As regards pay, I consider that the pay now drawn in the several grades is as near perfection as possible. It has been arrived at after a long series of gradual modifications as the result of protracted experience, and I have been very much disturbed to hear that, under the orders of the Finance Committee, a reduction in the present initial salary of the superior grades is to be made. If I am correctly informed on this point, all I can say is that this proposed reduction will be an error of the greatest magnitude. You cannot nowadays get the class of Europeans, and *a fortiori* not the class of either Eurasians or Natives, at lower initial rates than now obtain; and a commission that to the serious detriment of the Department thus effects a petty saving of Rs. 3,000 or Rs. 4,000 a year, while it leaves untouched the 2¼ lakhs that can be saved without loss to the State, and to the great comfort of the people by the abolition of the Internal Branch and the Commissionership, furnishes a truly striking example of that straining at a gnat and swallowing a camel, so sadly characteristic of Indian official arrangements.

No. II—Further Memorandum by A. O. HUME, Esq., C. B.,—dated 22nd September 1887.

The Departmental Member says: "This establishment (the Internal Branch), of which the net cost is only about Rs. 1,40,000, and not 2 lakhs as stated by Mr. Hume," &c. The entire cost of the Department at present is, I believe, in round figures Rs. 2,40,000; the receipts say (they vary slightly from year to year) Rs. 1,40,000. So that in the sense in which the Departmental Member uses the work "net," the net cost of the Department is Rs. 1,00,000, and not Rs. 1,40,000 as stated by him. But at least Rs. 1,30,000 of the receipts would come in just as readily if the Department were abolished, so that the net cost to the country of the Department is really Rs. 2,30,000; or even if from that we deduct Rs. 20,000 for stationery, a few extra Muharrirs to keep up the papers, and other incidental expenses to be incurred by the Revenue Department and some other items to be referred to later, it will be found that my statement that the net cost of the Department exceeds 2 lakhs is precisely correct.

Let me explain further that the receipts of the Department at present are of two kinds—first, duty on edible salt eliminated in the manufacture of refined saltpetre, &c.; and, second, of fees on the issue of licenses to manufacture or refine in particular localities saltpetre, khari, &c. The Salt duty may be in round figures Rs. 90,000; the license fees amount to about Rs. 50,000. Now the duty on salt may just as well be realized by the Tahsildars of the tahsil in which the refineries exist (and it is only at these, and they are comparatively few in number, that salt is nowadays eliminated and duty paid thereon) as by the Internal Branch. The matter is of extreme simplicity. The duty would be levied by a composition fixed yearly for each refinery. With reference to the extent of its operations, we know the crude works which supply each refinery; we know, and can further test, whenever necessary, the percentage of edible salt that the produce of these crude works contain; we know the extent to which the refiners eliminate this salt; we know the number of hundreds of maunds of refined saltpetre that each refinery can and does turn out; and we therefore know how much edible salt they must and will have turned out in the preparation of this quantity of refined saltpetre. No doubt under this system one refinery will pay Rs. 950 when, if mathematical accuracy were possible, they ought perhaps to have paid Rs. 1,020, or again perhaps only Rs. 900. But I maintain that the results arrived at will be actually nearer the truth than those obtained under the present system under which the refiners "dodge" the Government in a great variety of ways, and the refineries and the refining industry would be free from the present necessarily vexatious interference of the subordinates of the Salt Department.

Let it be understood that the above is no theory; it is a fact perfectly known to every real expert in the Department; and the Salt duty could be collected without the smallest trouble under this composition system by the Tahsildars at the sole cost of a little stationery; and in tahsils where refineries are very numerous, an extra Muharrir on Rs. 10 to Rs 12 per mensem to keep the accounts.

As for the license fees, these licenses can be as well issued and the fees realized by the Peshkar or Kanungo or any other of the Tahsildar's subordinates under his general supervision as by the Internal Department. It must be borne in mind—for this is part of the good work done in the past by the Department—that every acre of ground where saline substances effloresce or can be washed to a workable amount (under Native processes) out of the soil has been examined, and every spot where those saline substances contain a sufficient percentage of chloride of sodium to render the temptation to make edible salt considerable is duly entered in the register of proscribed localities. Moreover, there are certain individuals born with a craze for illicit manufacture (just as at home some men seem born smugglers or poachers); these used to be numerous; they are now comparatively few in number; but such as they are, they are duly entered in the register of proscribed persons. As I mentioned in my first letter, all the necessary books and papers referring to dangerous tracts requiring to be occasionally inspected, the registers of proscribed localities and proscribed persons would be made over to the Tahsildars, with full explanations by the Salt Officers before these finally withdrew, and thereafter the licenses could be as well issued and the fees as readily realized at the tahsils (an extra Muharrir being allowed where necessary) as under the existing system.

Let there, therefore, be no mistake about this matter. With all possible deductions (some of which have yet to be referred to) the *net* saving to Government by the abolition of the Internal Department will exceed 2 lakhs of rupees.

Next, the Departmental Member says that the Internal Branch "is the agency by which (i) the illicit manufacture of salt in the Punjab, North-Western Provinces and Oudh, and Behar is suppressed.

Now this is absolutely wrong. In the first place, we have never even pretended to suppress illicit manufacture in the Punjab. But it is the agency by which this is supposed to be suppressed in the North-Western Provinces and Oudh and Behar. But, as a matter of fact, the absence of illicit manufacture (and there is very little of it nowadays) is due to no suppressing powers of the Department, but to the fact that the inducement to illicit manufacture has, as explained in my former letter, almost disappeared; and if the truth must be told, the Department never could suppress this manufacture were those inducements to become strong—no, not if its cost were raised to 10 lakhs.

Just take the facts. I have got hold of the published departmental lists, and I see that at the outside the Department cannot on its present footing turn out more than 250 *gusht* parties. Now there are say 45,000 works scattered over 1,20,000 square miles of country. There are not above 250 working days in the year, for all these works are closed throughout the rains and for some little time afterwards; so 250 parties in 250 days have to prevent illicit manufacture at 45,000 different localities spread over 120,000 square miles of country. Now a *gusht* party cannot, as a rule, effectively deal with more than one work per diem. It is not so much the time occupied in surrounding

the premises, in getting the assistance of the Police (which is obligatory), and in the search, though this is considerable, as that the moment a *gusht* party appears at one work, the fact is made known with incredible rapidity at every work within a radius of 5 miles, and all traces of illicit manufacture removed. So it follows that about half the works can be properly examined once, and the other half about twice in 250 days. Can any one be so foolish as to suppose that this kind and extent of supervision would suppress illicit manufacture if any really serious temptation to practise this existed? It acts as a slight deterrent; it has done excellent work in organizing the khari works, in discovering all dangerous localities, and in other ways; but it never did, and never could, suppress illicit manufacture, and never will do this—no, not if it were quadrupled in strength—were the inducements to illicit manufacture to become strong.

Then the Departmental Member goes on to say that this Department is "the agency by which (2) the frontiers of the Sirsa, Hissar, Rohtak, Gurgaon, Muttra, Etawah, Jalaun, Jhansi, and Lalitpur Districts have been patrolled to keep out salt which has not paid duty." Now, in the first place, say this patrolling is necessary; the establishment required for this work will not, and does not, cost Rs. 5,000 a year; and say we kept it, this is no argument for retaining the rest of the Department costing Rs. 2,35,000 per annum. But, as a matter of fact, when on abolishing the line I proposed this patrolling as a needful precaution at the first start on the new system, I never contemplated its permanent retention; and if the Sub-Committee will call for a return, I believe that they will find that in all these years nothing absolutely has ever resulted of all this patrolling, though possibly in just two districts, the Agra and Muttra, where the Bhurtpur and British villages are much interlaced, there may (I think I have heard this) have been a few petty seizures, which for all practical purposes might as well never have been made.

Then we are told that the Department "is the agency by which (3) yearly inquiries are made in the Rajputana and the Central India States to ensure the observance of the Treaty engagements." Well, these inquiries can be made quite as well by one smart active officer, with three or four peons, having his head-quarters at Sambhur, as by the Internal Branch. At the very outside this officer would not with his small establishment cost more than Rs. 5,000. This work has to be done, and this item constitutes part of the Rs. 20,000 which I have already deducted from the gross saving.

Lastly, we learn that this Department "is the agency by which (4) the refinement and eduction of salt in 532 saltpetre refineries and the processes in 43,549 crude saltpetre and sulphate and carbonate of soda manufactories have been supervised and regulated, and that in fact the expenditure on the Internal Branch of Rs. 1,40,000 constituted an insurance charge on a revenue of about Rs. 1,55,00,000."

Now, as to the first portion of this extract, I have already shown how very trifling is the supervision and regulation that the Department can exercise; and when we add to this, in round numbers, 45,000 existing works at least double that number of localities in which salt could be educed, and bear in mind that, whether in works or out of them, no special plant is required (a kurpi, a lotah of water, and the fire a man cooks his dinner with will suffice in most places), and that the manufacture is of such a nature that all traces of it can be obliterated in 10 minutes, and remember that the 1,50,000 odd spots in which this illicit manufacture could go on are spread over 120,000 square miles of country, we shall begin to realize how utterly illusory are the claims put forward on behalf of this Department, so far as suppression and supervision are concerned.

As for the "insurance" matter, a happy phrase invented by my poor friend Vere, and thereafter clung to by the Department as a conclusive reply to all cavillers, like many other happy phrases, it is more neat and suggestive than true, and certainly whatever truth it embodied when it had its birth, it is now a fiction *pur et simple*. So far as any real and substantial protection of the Salt revenue nowadays is concerned, the Internal Department is, despite all the hard work bestowed upon it by its many able officers, a mere name.

I have shown sufficiently that there is no use whatsoever in retaining the Department, but the Department, remember, further seeks to traverse my contention that there are the very strongest reasons for abolishing it. He admits that 20 years ago, when he was an Assistant Magistrate (*i.e.*, when he was a little nearer the people a *chota Sahib*, who had some chance of hearing a faint murmur of what was going on), things were as I say; "but he asserts from his experience as a District and Settlement Officer that for a long time the Department has been so administered that there is no oppression and no extortion from the people." I, *per contra*, reassert that every march of every *gusht* party is marked by petty extortion and oppression; and as there are some 210 of these, and they are on the move every day for say 250 days in the year, the aggregate of the annoyance to which the people are subjected is very great.

Who is the Committee to believe? I might fairly argue that it is unwise for any District Officer, who lives on serene heights far above the people, to place his experiences in opposition to mine. I who live to a greater extent than perhaps any other Englishman amongst the people—I who have ever brought before my eyes that other side of the shield that no official ever sees, and that few even dream of—I might fairly plead that as a District Officer successive Governments were kind enough to pick me out as an exceptionally good District Officer, and peculiarly well informed as to what was going on in his District, and that, despite this, it was not till long after I had ceased to be a District Officer—not till I had altogether left the service, and entirely broken of all relations with the official world—that I began to learn the truth as to what goes on amongst the people. Certainly I had opportunities such as few District Officers nowadays enjoy. I was ten years in the same district. I was with

the people all through the mutiny, and protected them against the hasty vengeance of some of my justly angry fellow countrymen. I did my best to know everything that went on in my district, and lived on terms of intimacy with hundreds of respectable Natives in the district that now many officers would consider quite *infra dig.* Nay, I was quite persuaded that, to use the Native phrase, no dog could bark within my jurisdiction without my hearing of it. But this was all a delusion. As I have come to learn since I have ceased to be an official and a *burra Sahib*, I heard no dog bark that did not mean me to hear him of the vast mass of what went on below the surface. I remained, despite my utmost efforts, despite my apparent exceptional advantages, profoundly ignorant. There are doubtless far abler men amongst the Magistracy now than I ever was, but they have neither enjoyed the advantages that I enjoyed, nor do any of them live in as close contact with the people as I did ; but I venture to say that there is not one of them who, had he then occupied the same unofficial position I do, would not have known ten times as much of what was really going on in my district as I did in those days as District Officer. It is not too much to say that at the present day there is no body of men who know less of what the people really think, feel, and suffer than the District Officers, and this primarily at any rate simply because they *are* the District Officers—the *burra Sahibs* of the jurisdictions. But I would not press this argument further. I would rather ask the Committee to consider for themselves what speciality there is in the very lowly paid subordinates of the Customs Department that renders them an exception to the universal rule. North or south, east or west, amongst Christians, Hindus, or Mahomedans in Europe or in Asia are there any set of uneducated, ill paid officials who do not, as a body, extort and oppress to the full extent of their opportunities ? Here as any one who understands the independent action of the *gusht* parties, with scarcely one-fourth of which any really well paid official can ever be, well knows the opportunities are from the nature of the case almost innumerable. That they do every where extort and oppress ; that they are to the people a swarm of mosquitoes, that, if unable to do serious injury, are yet a source of the greatest annoyance and irritation, I know ; but setting this knowledge aside, as an Irishman would say, " Why wouldn't they extort and oppress " having the innumerable opportunities they have ; are they better paid, better disciplined, better educated, more strongly officered, more sharply looked after than the Police ; and are not oppression and extortion the very breath of the nostrils of the Police ?—and gentlemen on the strength of their experience as District Officers want the Committee to believe that this inferior establishment—for inferior it is to the Police—is immaculate ; they do not oppress the people ; they don't extort from any one. If the Committee can believe this, their faith is large. Of course the Police is a necessary evil, and this all over the world ; but, like the poor, they must be ever with us. But because we cannot get rid of this swarm of hornets, is it any reason why we should continue to foster this other swarm of mosquitoes by whose abolition Government would actually save 2 lakhs of rupees a year ?

But the Departmental Member urges that if the Department were abolished illicit manufacture would revive. I have already explained that it is to changed conditions and not to the exertions of the Department that the disappearance of illicit manufacture is due ; and, moreover, I have shown that if the people wanted to manufacture illicit salt, they would do it for all our little 240 or 250 *gusht* parties could do in an area of 120,000 square miles, so this plea for the preservation of the Department need not trouble us. It is of little use now, because its services are not required ; but were those services required, then, even if multiplied by four, it would be quite incapable of effectually rendering those services.

Nor do I think that the probability of any such material enhancement in the duty rate as should revitalize the all but defunct illicit manufacture should enter into our calculations ; for if there is one thing more certain than another, it is that no Government could, except very temporarily, make such an enhancement. As it is, the complaints about the Salt tax are loud and deep throughout the Madras and Bombay Presidencies, and there is just one point on which the entire Liberal Party at home—Unionists and Separatists—are agreed, and that is, that the Salt tax shall not be raised. I believe that they are wrong, but it is absolutely certain that no English Government will be found that will support any material, permanent or otherwise, than very temporary enhancement of the existing Salt duty.

To return. " Combating Mr. Hume's argument that the evolution of salt by manufacturers of other saline products is no longer profitable," the Departmental Member " mentions that saltpetre refiners now pay the full duty on about 60,000 maunds of salt evolved in the manufacture of saltpetre, and that in some parts of the country this kind of salt is much liked." As to the quantity of salt, possibly there is some mistake, and that 45,000 maunds would be nearer the mark. But 60,000 or 45,000 ? What I said was that it was no longer profitable for the crude workers to make salt. As to the refiners, under 600 in number, they too would be only too glad not to have this salt to get rid of ; but as they can only sell decently pure saltpetre, they must separate the salt ; and naturally, having been compelled to get it out, they do their best to sell it. But as to its being liked, if the Departmental Member will kindly compare the prices at which the refiners are glad to sell it with those of imported salts selling all around, he will be able more correctly to gauge the " liking " the public has for it.

On my proposal to substitute an inexpensive head of the Department for a costly one, I lay less stress, as the saving involved would not exceed Rs. 12,000 to Rs. 15,000 a year ; but I am compelled to say that the arguments put forward against the change appear to me to be of the most unsatisfactory nature. We are told that it is " most important that there should be at the head of the Department an officer who is familiar with the general administration, and possesses the knowledge of, and sympathy with, the people, which is best obtained by training as a District Officer." It is safe to say that all the best Uncovenanted men in the Salt Department have more real knowledge of, and

sympathy with, the people than nine-tenths of the present body of District Officers. It is no reproach to these latter; they cannot live amongst and on, or nearly on, a level with the people, as all our young Salt Officers necessarily do for the first 10 or 15 years' of their service. As a body, there is no branch of the Government service in which the men are so utterly separated off from the people by want of all real knowledge of these latter and by entire absence of sympathy for them as in the present Covenanted Civil Service. As for familiarity with the general administration, no man rises to be near the top of the Assistant Commissioners without acquiring quite as much familiarity with the general administration as is requisite for the conduct of the Northern India Salt Revenue Department. *En passant*, too, let me say that after the Internal Department, which alone brings them specially in contact with the people, is abolished, I fail to see wherein a Commissioner of Customs could officially give much evidence of that knowledge of, and sympathy for, the people on which such stress is laid.

But when we are told that "it is chiefly because the officers at the head of the Department have for many years had such training and such experience that they have been able to introduce reforms which have freed the people from the old extortion and oppression to which Mr. Hume refers," common justice demands that I should tell the truth, and assert that every single real reform, whether in procedure or expenditure, that has taken place in the Department during the last 30 years has been initiated by one or other of the Uncovenanted men of the Service, the highest praise claimable by any Commissioner being that he had the sense to accept and act upon wise advice tendered by men who knew far more about the subject than himself.

It is no doubt true that the Commissioner now has power both to reduce and dismiss highly paid European Officers on his own responsibility. But it is quite unconstitutional, in my opinion, that any officer of the rank of a Commissioner of Customs should be vested with such absolute power, and it should certainly be withdrawn whether the head of the Department is a Covenanted or Uncovenanted man.

Lastly, an attempt is made to traverse my assertion that the Commissionership does not present such attractions as to induce a 1st class Covenanted Civilian to hold it for any time by the somewhat reckless assertion that "from 1867, when Mr. Hume assumed charge, till 1887, there have been only four Commissioners.

Now, as a matter of fact, instead of four there have been seven, *viz.*, Hume, Batten, Halsey, Auckland Colvin, Elliot Colvin, Carey, and Patterson; and these tenures broken, I having been Home Secretary as well as Commissioner of Customs for 3 months; Halsey's tenure having been twice broken; Carey's tenure once, so that really there have been ten instead of four incumbencies in the 20 years. But this is beside the question, because I specially said 1st class Civilians, and there have never from its first beginning been more than two 1st class Civilians in the Commissionership, *viz.*, Sir G. Campbell and Sir Auckland Colvin, neither of whom could be induced to retain it many months; and from both of whom I have had the assurance personally that nothing would have induced them to retain permanently such a ("carpet bagging," as Sir A. Colvin called it) post.

All the rest of the Commissioners have been second rate men—some good, some indifferent: these were the only two first rate men who ever held the post, and from their own lips I have learnt the fact I asserted. As for second rate Covenanted Civilians, you may get a certain number of just as good men in all branches of the Uncovenanted Service.

But I have already written, I feel, at what would be undue length were not more than 2 lakhs of rupees a year of public money at stake, and were it not my duty to show clearly my reasons for believing that the Committee cannot safely accept the views of the Departmental Member as disposing conclusively of the rather important financial reform that I have advocated, and I shall therefore close this letter without further comment.

G. C. Press, Simla.—No. 2 P. S. C.—16-12-87.—540.

PART II.

BOMBAY AND MADRAS.

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C. A. GALTON, Esq., C.S., *Departmental Member.*
Sir CHARLES A. TURNER, Kt., C.I.E., *President.*

* Prevented from attending

PROCEEDINGS

OF

THE SUB-COMMITTEE,

PUBLIC SERVICE COMMISSION.

BOMBAY.
Salt.

Section I.—Note by the Sub Committee.

The Sub-Committee was favored with notes by Mr. J. McLeod Campbell, C.S., at the time Acting Commissioner of Customs, Salt and Abkári; by Mr. J. G. Moore, C.S., the Acting Commissioner and Departmental member; by Mr. C. B. Pritchard, C.S., who organized the Department, and by Mr. W. Porteous, C.S., the Acting Collector of Salt Revenue. From these notes the following particulars are mainly derived:—

Act XXVII of 1837 entrusted the administration of the Salt Revenue in the Presidency of Bombay to the Collectors of Districts; but empowered the Governor in Council to transfer the superintendence of the Salt Revenue to any other functionary. Subsequently, up to 1871, the administration of the Salt Revenue was committed to a Commissioner; the control of the manufacture of Salt and the collection of the Excise duty were combined with the Customs administration at what are known as the Continental ports of the Presidency as distinguished from the port of Bombay. The Commissioner's staff consisted of two Deputy Commissioners, four Assistant Commissioners, and two Coast Guard Inspectors, who were Europeans, and the subordinate Native establishment. The existence of malpractices to the detriment of the revenue suggested the necessity for closer and more effective supervision; consequently in 1871, the Government determined to place the management of the Salt Revenue in the hands of a separate officer, and Mr. Pritchard was appointed Collector of Salt Revenue. In 1878 the charge of Customs, Opium and Abkári was made over to the same officer; and in 1882 the Department was again brought under the control of a Commissioner, Mr. Pritchard being promoted to the office. The effect of the reorganization of the Department is shown by the following figures:—

In 1874-75 the collections from Salt Revenue amounted to ₹76,26,182; in 1886-87 they had increased to ₹1,79,21,847; during the same period the expenditure rose from ₹7,51,878 to ₹23,49,154; but of the latter sum, ₹59,878 represent the expenditure on ports, buoys, beacons and light-houses. The balance of ₹22,89,276 represents the expenditure under the head of Abkári as well as Customs and Salt.

The administration of the Salt Revenue being combined with that of other sources of revenue, the duties of the staff of the Department in the Bombay Presidency are multifarious. In connection with Salt it is employed in supervising the manufacture of that article on account of Government, and in controlling its manufacture by persons to whom licenses have been issued, in collecting the excise duty thereon, and in preventing the illicit manufacture of salt and evasion of duty and the smuggling of salt into Rajputana, Central India, and Ahmedabad.

It is likewise incumbent on it to prevent the introduction of smuggled opium from Rajputana and Central India into Guzerat.

In connection with Customs it is responsible for the enforcement of the laws relating to Customs duties, merchant shipping, the registration of vessels and the conveyance of passengers by sea, and is charged with the registration of Customs statistics, the conservancy of the ports and the management of the beacons, buoys and light-houses throughout the Presidency except at the port of Bombay.

In connection with Abkári it manages the distilleries from which the town and island of Bombay and the adjoining districts of Thana and Kolaba draw the chief part of their supply of country spirit, assesses the excise on the whole of the spirit produced at them, and collects so much of the duty as is assessed on spirit intended for consumption in Bombay.

Exclusive of imported salt, of which the amount is inconsiderable, the sources of salt supply in the Bombay Presidency are the Government Salt Works at Khárághoda on the border of the Runn of Kutch where *Baragara* or large crystal salt is manufactured from brine wells, and the sea-side works where small-grained salt is obtained by evaporation from sea-water.

Bombay.
Salt.
Section I

The sea-side works are divided by Mr. Porteous into four groups—

(*a*) the works in Gujarat,
(*b*) the works in the Northern Konkan,
(*c*) the works in the Southern Konkan and Kanara, and
(*d*) the works in Portuguese Territory.

The works at Khárághoda and in Gujarat are the property of Government: at the former the manufacture is carried on departmentally, at the latter the salt is manufactured by holders of yearly licenses at their own risk and sold at a uniform rate of 2 annas per maund, out of which a royalty of 9 pies is retained by Government and the balance is paid to the manufacturers.

The other sea-side works are either the property of private owners or are let to farmers on short leases. The owners or farmers dispose of the salt to purchasers, its price being a matter of agreement; and the duty is recovered on the removal of the salt from the works.

The area over which the operations of the Department extend, is divided into eight ranges:—

(1) Khárághoda.	(5) Alibag.
(2) Northern Frontier.	(6) Ratnagiri.
(3) Surat.	(7) Goa.
(4) Thana and Uran.	(8) Kanara.

Each range is in charge of an Assistant Collector, except the Uran and Alibag ranges which are hereafter to form the charge of one Assistant.

The Khárághoda range, situated on the borders of the Runn of Kutch, comprises the area within which, as has been stated, salt is manufactured departmentally on account of Government. The Assistant in charge of the range has to supervise this manufacture, to preserve order in the village in which the work-people live, to arrange for the removal of the salt by rail, and from time to time, to visit the depôts at which it is stored. The Superintendent of the Northern Frontier Line discharges the duties of a Preventive officer. Mr. Porteous describes the line as a path 40 feet wide hedged and ditched on each side throughout the greater part of its length. Starting from Bholad at the head of the Gulf of Cambay it runs due east for about 30 miles, then turns to the north and continues in that direction to Mavsari on the borders of Marwar. For the first part of its course it separates Kathiawar from Ahmedabad, from thence northwards passing Khárághoda it separates the Runn of Kutch on the west from the Native States on the east. Its entire length is about 150 miles. It is guarded by an armed police upwards of 800 strong, and of whom more than 100 are mounted and, during nine months of the year, by an additional number of guards which bring the strength of the force up to nearly 1,000. This force is officered by from fourteen to sixteen Inspectors. An Inspector's beat is in length upwards of 10 miles.

The duties of the Assistant are to visit each Inspector's beat and to ascertain that watch and ward are properly kept so as to prevent opium from being smuggled from Rajputana and Central India into Kathiawar, and salt from being smuggled from the west of Sind into British territory, to inquire into arrests and complaints, and to take such steps as may be from time to time necessary for the protection of the revenue with the least inconvenience to the public.

The Assistant in charge of the Surat range supervises the sea-side salt works on the Gulf of Cambay from Damaun northwards as well as the Customs collections at the several ports within that area. The Assistants in charge of the ranges to the south of Damaun perform similar duties in respect of the salt works within their respective ranges, excepting always the port of Bombay.

The establishment subordinate to Assistant Collectors in charge of such ranges is divided by Mr. Porteous into two branches—the Administrative and the Preventive. In the Administrative branch an officer named a Sazedar is placed in charge of a group of salt works, generally with an Assistant to help him. It is the duty of the Sazedar to register the salt made, to prevent the removal of any salt that has not been registered, to supervise issues, to keep the stock account and to see that the peons provided to guard the works are attentive to their duties. The Sazedars are subordinate to Sarkarkuns, whose business it is to receive the duty payable on salt manufactured within the area of their charges, to arrange for its weighment, issue permits and keep the accounts of their talukas. The Preventive establishment is employed to watch the approaches to the salt works, to reweigh the salt after it has been removed from the factories and, generally, to act as a check on the Administrative branch. This branch is officered by Inspectors in charge of preventive stations with Darogas and Karkuns and a staff of peons.

One Assistant Collector is the Superintendent of the Government Coast Guard Service. On him devolves the management, equipment and upkeep of a fleet of fifty boats, salt barges, steam launches, revenue cruisers and tour boats with their crews. He has also charge of fourteen light-houses along the coast of the Bombay Presidency from Coompta to the north of the Gulf of Cambay.

Up to the date at which the present inquiry was held, one Deputy Collector was in intermediate charge of the Northern ranges, and another of the ports, light-houses and sea-side salt-works south of Damaun; but, owing to the recommendations of the Finance Committee,

the Deputy Collectorship of the Northern Division has been abolished. At the head of the Department is the Commissioner of Customs, Salt, Opium and Abkári, who must by law be a Covenanted Civilian, and whose salary and duties have been described in the note on the Customs Department.

The administration of the Department in subordination to the Commissioner is committed to the Collector of Salt Revenue, who is always a Covenanted Civilian. Since the return was furnished by Mr. McLeod Campbell, the staff has been reduced. There is now one Deputy Collector, a Covenanted Civilian, on ₹1,000, two Assistant Collectors of the 1st grade on ₹800, two of the 2nd grade on ₹600, three of the 3rd grade on ₹450, and two of the 4th grade on ₹350. There is also a Native Assistant to the Collector on ₹300. One of the Assistant Collectors is a domiciled European and two are Parsis, the other Assistant Collectors are non-domiciled Europeans. The Native Assistant is a Hindu. These officers are appointed by His Excellency the Governor, generally from men outside the Department; but appointments are occasionally made from the non-gazetted grades, and three of the present staff of Assistants were so appointed. On two occasions Staff Corps officers have been brought into the Department to take charge of the Northern Frontier Preventive line, but they have both returned to Military service, and the post is now held by an officer selected from the Police Department. The Assistant Collector at Goa was appointed owing to his special qualifications for the charge of an account office, and the Assistant Collector at the head of the Coast Guard Service entered the Department in the non-gazetted ranks and was promoted as a reward for long and good service and on account of his nautical knowledge. The promotion of Assistant Collectors in the grade is regulated by seniority.

By rules published on the 7th August 1874, every officer appointed to be or to act as an Assistant Collector of Salt Revenue is required to pass on the first opportunity after six months from the date on which he joins his appointment an examination in at least one vernacular language of the Presidency—Marathi, Gujarathi or Kanarese—and an examination in the following subjects—The Indian Penal Code; Criminal Procedure Code; Chapters 2, 7, 9 and 10 of the Indian Evidence Act; the Salt Acts, Sea Customs Acts and the Port and Port Dues Acts in force in the Bombay Presidency for the time being. Questions must be answered without the assistance of books, and if an officer fails to pass the examinations, he may be removed from his appointment. Within twelve months after passing the first examination an Assistant Collector is required to pass an examination according to the higher standard test in the vernacular language of the district to which he may have been appointed, and if before passing his examination he is transferred to a district of which the vernacular language differs from that of the district to which he was originally appointed, he is required to pass an examination according to the higher standard test in the vernacular language of the district to which he may have been transferred within one year from the date of his transfer; but if before his removal he has passed the higher standard examination in the vernacular of the district to which he was originally appointed, he is required to pass the less severe examination in the vernacular of the district to which he may be transferred. If he fails to comply with the rule regarding the second examination in the vernacular language within the time specified, he is allowed an extension of six months' time. But if at the end of that period he has failed to pass, the rule directs that he shall be removed from his appointment.

Within twelve months from the date of passing the first examination in Law every officer appointed to be or to act as an Assistant Collector of Salt Revenue is required to pass a further examination in the Indian Penal Code and Amending Acts; the Code of Criminal Procedure; the Indian Evidence Act; the Acts relating to Salt, Sea and Land Customs, Ports and Port Dues, Opium and Abkári for the time being in force in the Presidency and in the Acts relating to the Registry of Vessels, Passenger and Pilgrim Ships, and Arms and Ammunition. One extension of six months is allowed in the case of this examination also, and failure to pass it within the extended period subjects an officer to the loss of his appointment.

An officer is considered to be on probation until he has passed the second examination in Language and Law, and if he has not passed both of those examinations at the earliest period prescribed, a deduction of 20 per cent. is made from his salary until he has succeeded in passing. All officers of the Department drawing salaries of ₹100 and upwards may, with the permission of the Collector of Salt Revenue, present themselves for examination, and if they pass, receive certificates of qualification. It has been the practice hitherto to appoint an officer to be a Supernumerary Assistant Collector in the first instance. By a Resolution of the Government, dated 10th January 1882, it was determined that no Supernumerary Assistant Collector should be appointed to be or to act as an Assistant Collector until he had passed the Higher Standard examinations.

There are fourteen Coast Guard Inspectors, one on ₹250, two on ₹200, one on ₹175, one on ₹150, one on ₹125, and two on ₹100. These officers are Europeans, and one of them is a domiciled European. Of the six Coast Guard Inspectors who receive less than ₹100, five are Parsis.

There are fifteen Inspectors and Assistant Inspectors on the Northern Frontier Preventive Line: two, who are Mahomedans, on ₹400; two, a domiciled European and a Eurasian, on ₹300; two, a domiciled European and a Parsi, on ₹200; three Europeans, of whom two are non-domiciled, on ₹150; and three Europeans, of whom two are domiciled, on ₹100; the other three officers of this class, who receive salaries of less than ₹100, are Natives.

Of eight Preventive Inspectors, two, who are Eurasians, receive R175; two, of whom one is a domiciled European and the other a Eurasian, R150; two, who are Hindus, R125, and one, a Hindu, R100; the eighth officer of this class, a Hindu, receives only R75.

The Superintendent of the Salt Depôt at Khárághoda, a domiciled European, receives R300, and his Assistant, a European, who is not domiciled, R200. The Superintendent of the Salt Depôt at Ahmedabad is a Hindu on R150, and the Superintendent of the depôt at Udu, a European, receives R100.

Of the staff at the Uran distillery, the Supervisor, a European, receives R300—450; the Assistant Supervisor, a European, R150—275; and the Head Gauger, a Portuguese Native, R75—100.

The Port Officer at Karwar, a European, receives R300; the Special Officer at Cambay, a Hindu, receives R150.

Of the Sarkarkuns and Darogas, twenty-four receive salaries of R100 and upwards; two Sarkarkuns on R250 are Hindus; of two Sarkarkuns on R200, one is a Hindu and the other a Parsi; one Sarkarkun on R175 is a Hindu; three Sarkarkuns on R150 are Hindus, as is also one Daroga on the same salary; two Sarkarkuns on R125 are Hindus, and a third appointment on the same salary was vacant at the date of the return. Two Sarkarkuns on R100 are Hindus; of five Darogas on R100, two are Hindus and three are Parsis.

In the Goa establishment, one Sarkarkun on R200 and one Inspector on R125 are Hindus; one Sarkarkun on R125 is also a Native of India.

Appointments to the subordinate executive grades are made generally by promotions from the ministerial grades of the Department, but officers are occasionally brought in from other Departments under the Commissioner, or from the Land Revenue Department on account of their special qualifications. It is not, however, the practice to appoint to vacancies in those grades any one who has not previously been in Government Service.

No educational test is insisted on as a qualification for first appointment to the Preventive Service. Under a Departmental rule candidates for first appointments to the English branch of the Department are required to have passed at least the Matriculation Examination; and the first-class Public Service Educational test, for which a knowledge of the English language is necessary, has been prescribed since 1884 as the minimum qualification for admission to the Vernacular branch of the Department. This rule, however, is relaxed in favour of certain candidates. An officer appointed to any of the grades before mentioned is required to pass a departmental examination within two years; otherwise he is liable to forfeit his appointment.

The Commissioner appoints to all places carrying salaries of R100 and upwards, and to all Sarkarkunships, Inspectorships and Darogaships, whatever the pay. The Collector makes all other appointments except to posts carrying salaries not exceeding R20 in the Vernacular branch in the Southern Division, to which posts appointments are made by the Deputy Collector of that Division.

Promotion is regulated generally by seniority, but physical fitness or special aptitude is taken into account in filling the more responsible appointments.

The conditions of service in respect of pay, pension and furlough are regulated by the ordinary provisions of the Civil Leave and Pension Codes.

The Superintendent of the Coast Guard Service must be a trained seaman and have a thorough knowledge of everything connected with the sailing and management of boats, their equipment, upkeep, &c.

The professional attainments essential for efficient service in the other branches of the Department are indicated by the nature of the examinations which the officers are required to pass and which, as has been stated, include the Salt Acts, the Opium and Abkári Acts, and the Customs and Port Acts. Some knowledge of chemistry is also useful for certain officers of the Department.

Mr. McLeod Campbell reported that all classes of the community seek employment in the Department, and that the gazetted officers are for the most part of the class which furnishes the European recruits to other branches of the Uncovenanted Service, *viz.*, the sons or near relatives of old Indian officers. While admitting that much of the work of an Assistant Collector may be efficiently carried on by well-selected Native officers, Mr. McLeod Campbell considered it desirable that particular charges in the Department should be held by European Assistant Collectors, especially those of the Northern Frontier, the Runn Salt works and the Coast Guard Service. As regards the respective capabilities of Europeans and Natives to fill places of important trust and great responsibility, he referred to a passage in the report presented by the present Departmental member to Government in July 1886. Mr. Moore then wrote as follows:—"The educated Natives of India are in ability on a par with, and some of them are superior to, the European agency employed in this country, and they are therefore, on intellectual grounds, fit for almost any place under Government; but save in the case of a few honorable exceptions, they have not acquired that independence of character and that high moral standard which generally characterize the European officer; nor are Natives generally equal to Europeans in physical capacity and in courage at times of emergency when that quality is absolutely essential."

Mr. McLeod Campbell considered that it was not desirable to reserve the appointments of Assistant Collectors for officers of any particular nationality. He deemed it unnecessary to reserve them all for Europeans and unwise to appoint Natives to any large proportion of them. He mentioned that in the Frontier Preventive Service a few of the European Inspectors were of the class which furnishes most of the gazetted officers, but that the majority of them as well as of the officers in the Coast Guard Service were country-born and bred; and that there were several Eurasians and a few Mahomedan and Parsi Inspectors. He pronounced the domiciled Europeans and the Eurasians the most efficient for the duties of Coast Guard and Northern Frontier Inspectors; but he declared that the Inspector of the new Salt works at Khárághoda, a Mahomedan, though a man of little education, had proved himself eminently efficient. He considered that one Parsi, a Coast Guard Inspector, was also very efficient, and that, as a rule, Parsis were good out-door men whom he would desire to enlist in larger numbers. He stated that the same observations applied to Mahomedans. Respecting the Hindus, generally Brahmans or Parbhus, who constituted the majority of Sarkarkuns, he stated that while they were excellent at office work, they were, with some notable exceptions, wanting in the qualities necessary for officers engaged on out-door work.

The Departmental member is of opinion that the Assistant Collectors in charge of the Khárághoda Range, the Northern Frontier Line and the Coast Guard Service, should be Europeans; that the Native Assistantship should be filled by a Native; and that the other five appointments should be given to Europeans and Natives alternately, a Native being appointed to the first vacancy. For Coast Guard Inspectors, he is of opinion that Europeans are best qualified; but he has no objection to the employment of Natives suited for the appointments. He also entertains no objection to the appointment of properly-qualified Natives to the posts of Inspectors and Assistant Inspectors on the Northern Frontier line, though he observes that great physical energy is required for these duties; nor does he object to their employment as Preventive Inspectors whose position he characterises as entailing responsibility and involving large pecuniary interests. He considers it desirable that the Superintendent of the Salt Department at Khárághoda should be a European as that officer has much to do with the Railway officials, and the work is both onerous and important. The other officers of this class might, he states, all be Natives. He considers that the Supervisor at the Uran distillery should be an officer in no way connected with India, though his Assistant might be a Native. He observes that the Sarkarkuns and Darogas are all Natives, and he advocates no change in this respect, though he thinks it would perhaps be desirable that the Sarkarkun in the Kanara Collectorate should sometimes be a European, as the post is one of difficulty owing to the prevalence of smuggling.

Speaking generally, he considers that it would be very unwise to have officers of one nationality only in one and the same Department, and he would prefer, where he could do so, to mix up Europeans, Mahomedans and Hindus. He considers the Native hardly qualified for an appointment which brings him into personal contact with uneducated Europeans, inasmuch as the latter are prejudiced against Natives and prone to quarrel with and obstruct them. He suggests, as an instance, that a Native Preventive Officer of Customs would find it disagreeable and difficult to discharge his duties; but for other appointments he professes that he would choose the best man whether he was a European or a Native. Intellectually, he believes that the latter would, as a rule, be preferred; physically, the European.

Mr. Porteous, C.S., Collector of Salt Revenue, described in detail the constitution of the Department and the duties which devolve upon the several classes of officers. He considered that the appointment of Deputy Collector of the Southern Division and some of the charges of Assistant Collectors (*viz.*, those at Surat, Goa, the Runn works, and the Northern Preventive Line) should be reserved for Europeans. To these appointments Mr. Porteous subsequently added the post of Superintendent of the Coast Guard Service. He saw no objection to appointments to the Department being made by competition after nomination, and he thought that, with the exception of the special appointments abovementioned, Natives of the class of Deputy Collectors in the Land Revenue Department are qualified to be Assistant Collectors in the Salt Department.

Mr. Acworth, C.S., Deputy Collector of Salt Revenue, in charge of the Southern Division, considered that Natives might hold at least four out of the five Assistant Collectorships in his Division, and possibly the whole five if sufficiently good men could be found. He expressed an opinion that the best recruits for the appointments of Assistant Collectors in the Department are furnished by Inspectors in the Salt and Abkári Department, and that more responsibility in the matter of making appointments should be thrown on the Commissioner as affording the best means of ensuring the appointment of good officers. He considered that a higher social status is required on the part of the superior Custom House officers than on the part of Deputy Collectors in the Revenue Department, because the former are called on to exercise control over Europeans. He expressed himself as favorable to the more extensive employment of Natives as Assistant Collectors.

Mr. Bulkley, Assistant Collector, who had recently been in charge of the Northern Preventive Line, observed that the work of Inspectors in the Department is not, in his opinion, congenial to Natives owing to the night work involved and the necessity for frequent and long journies on horse-back. He added that Inspectors are left very much to themselves during a considerable portion of the year, and that it is necessary to rely entirely on their word or their diaries for particulars of what happens during that period.

Mr. McCann, Superintendent, Coast Guard Service, did not consider that the duties of his office could be discharged by a Native, having regard to the nature of the work involved which is uncongenial to Native tastes. With the exception of two Parsi Coast Guard officers in the Northern Division, he believed that there are no Natives in his branch of the Department.

Mr. Bocarro, who represented an East Indian Association, urged that East Indians (meaning, it was understood, British Indian subjects of Portuguese extraction) possess the same qualifications as Eurasians, and that the former equally with the latter should be regarded as eligible for appointments to the Salt Department as Assistant Collectors and Inspectors.

Mr. Mádhavráo Somji, Native Assistant to the Collector of Salt Revenue, who entered the Department in 1850 on a salary of ₹4 and had risen through the several grades to his present pay of ₹300, admitted that certain of the appointments in the superior grades of the Department could not be efficiently filled by Natives, but he maintained that Natives might be appointed to about one-half of the posts.

Mr. Pritchard, C.S., Acting Commissioner in Sind, who had been in charge of the Salt Department since 1871 to within a few months before the present enquiry, observed in a written communication, that when he joined the Department it was manned entirely by Natives and that smuggling was rife in many forms. In order to provide proper supervision over the subordinate establishments, it was decided to increase the number of European Assistants, it having been proved that much closer and more constant European supervision was required both at the salt works and on the frontiers. Mr. Pritchard observed that anything of the nature of systematic smuggling has now ceased to exist, and he expressed his confident belief that this result could not have been obtained without the aid of European Assistants and Inspectors, and will not be maintained if any material diminution is made in the number of Europeans employed in any grade of the Department. He pointed out that the proportion of the European to the Native employés is very small, the Europeans now being less than 40 and the Natives about 5,000, and that the Europeans have not been allowed to absorb all the best-paid appointments. He remarked that in some cases Natives have worked well as Inspectors, but that they dislike the isolation and hardships of work on distant lines. He observed that the Coast Guard Service is unpopular with Natives, and he had found it extremely difficult to meet with Natives competent for the work and willing to undertake it. His experience had been that Europeans as a class are distinctly better qualified than Natives as a class for the work involved in the charge of the more important preventive stations. He pointed out the great importance of promptly checking irregularities and of employing a supervising agency which could be trusted to detect irregularities when committed and to bring delinquents to punishment. If supervision were relaxed, he thought that the average weighment error at the salt works would rapidly and surely increase, thus entailing a very large financial loss upon the State. In regard to the agency which should be employed, Mr. Pritchard deprecated the appropriation of any particular classes of appointments either to Natives or Europeans, but preferred the employment of persons of both races indiscriminately in the places for which individually they might show aptitude. He would not fetter the Executive Head of the Department as to the number of Europeans to be employed or in the choice of men to fill particular appointments, beyond a general order that he should not employ a European in any post for which he might be able to select a competent Native; or as an alternative that he should report to Government his reasons for selecting a European on the occasion of every such appointment. As regards recruitment for the superior grades of the Department, Mr. Pritchard observed that the work of the Collector differs greatly from that of Land Revenue Collectors, and that the officer selected for the post should be a man of active habits and with some resource and power of command, who is moreover likely to hold the appointment for some length of time. In regard to the Assistant Collectors he remarked that officers of this class should be practical men of active habits and fond of out-door work. He did not believe the work to be congenial to average educated Natives, and he was not aware of any instance in which a Deputy Collector of Land Revenue or a man who expected to rise to a gazetted appointment in that line had applied for an appointment in the Customs or Salt Department. He maintained that, as the number of superior appointments in the Salt Department has recently been reduced by two, it is more than ever necessary that all the Assistant Collectors should be thoroughly efficient officers, and he expressed a strong opinion that the practice of the Northern India Salt Department should be followed in Bombay, and that, as a rule, Assistant Collectors of Salt Revenue and of Customs should be promoted from among the members of the subordinate branches of the service. For the three appointments of Assistant Collectors in the Bombay Customs House, he thought that Europeans and Natives might be selected in turn, and he added, "the great majority of the appointments of Assistant to the Collector of Salt Revenue should be held by Europeans, but I would admit occasionally Natives who may have shown capacity for the particular kind of work that they will be called on to perform." Mr. Pritchard considered that the post of Collector of Customs at Bombay should be held by a Covenanted Civilian. He observed that the Customs Collectors at all the outports are Natives, and that the Customs procedure for the whole Presidency is set in the Bombay Customs House. He pointed out that the Collector of Customs has also to hold his own in matters of Government interest with the Bombay Port Trust—a powerful corporation, the majority of its members being Europeans; and has also to deal constantly with questions affecting commercial interests, with which Europeans firms are principally concerned. Lastly,

Mr. Pritchard saw no objection to the admission of a larger number of Natives to the Preventive Service if men can be found competent and willing to do the work.

Mr. Hill, Assistant Collector of Salt Revenue, advocated the enlargement of the extent of control at present exercised by Assistant Collectors over their ranges, and observed that if an Assistant's work is to remain as it is, any British-born subject, whether European or Native, is qualified for these appointments, and that selection should be made from the superior non-gazetted officers of the Department. If more control is given to Assistant Collectors, he thought that Natives might be appointed in the proportion of one to every two Europeans, candidates being required to pass a qualifying examination and to go through a period of probation.

BOMBAY.
Salt Department.

Section II.—Note by the Departmental Member.

SALT DEPARTMENT.

COVENANTED OFFICERS.

		N.	E.
1	Collector ₹1,800	„	„
1	Deputy Collector, ₹1,000	„	„

Uncovenanted Officers.

2	Assistant Collectors,	₹ 800	„	„
2	Do. do.	„ 600	„	„
3	Do. do.	„ 450	„	„
2	Do. do.	„ 350	„	„
1	Native Assistant		„	„
12				

Bombay. Salt. Section II.

Of the Assistant Collectors one is in the charge of the village of Khárághoda and of the large salt works, besides a large number of work-people; he has Europeans under him, and he has to cooperate cordially with the Railway authorities in the matter of the storage of salt; he has also to wrok harmoniously with his brother Assistant in charge of the Northern Frontier, who lives at Khárághoda during the rains. For these reasons I consider that he should be a European.

Another Assistant is in charge of the Northern Frontier Preventive line, which has been established in order to prevent opium from being smuggled from Rajputana and Central India into Kathiawar, and salt from being smuggled from Kathiawar into British India. This line is about 150 miles long and it is guarded by 993 armed Foot Police and 113 armed Mounted Police who are supervised by 14 Inspectors, most of whom are Europeans. No one who is not very strong physically and who cannot ride long distances daily and often nightly, and occasionally longer distances in pursuit of smugglers, is fit for this post, which also requires a man to be brave in emergencies, prompt and ready to act at a moment's notice. This appointment must be reserved for a European.

A third appointment of Assistant is the Superintendent of the Coast Guard Service. The officer filling this berth must possess a thorough knowledge of everything connected with the sailing and management of boats, their equipment and upkeep, as he has a fleet of 50 boats—salt barges, steam-launches, revenue cruisers and tow-boats under him; he has also to look after 14 lighthouses along the coast of the Bombay Presidency from Coompta to the North of the Gulf of Cambay and to train the lascars who man these lighthouses. This post should be reserved for a European, and it must be filled when vacant by a nautical man; if there is no one in the Department with the requisite knowledge, an outsider must be selected.

In order to meet the contingency of either or both of the other European Assistants going on leave two other Assistants' places must be filled by Europeans. This will make four out of the nine Assistantships. Add the Assistant Collector in charge of the Coast Guard Service, and there will be five Europeans and four Natives. I would recommend that with the exception of the three appointments which I consider must be reserved for Europeans, and the Native Assistantship which must be filled by a Native, the other five appointments should be given to Europeans and Natives alternately, a Native being appointed to the first vacancy.

Coast Guard Inspectors.

		Rs.
1	European	250
2	Europeans	200
1	European	175
1	Do.	150
1	Do.	125
2	Europeans	100
1	European	75
1	Parsi	75
4	Parsis	60
14		

These men have to live on board their boats, and sea-faring men, who are accustomed to the management of boats, are most suited for this line. No educational test is insisted upon in the matter of first appointment. Europeans make the best Coast Guard officers, but I would not object to a Native, if I know of one who possessed the necessary qualifications.

Preventive Inspectors.

		Rs.
2	Europeans	175
2	Do.	150
2	Hindus	125
1	Hindu	100
1	Do.	75

Honesty and integrity are the principal qualifications for this line. These Inspectors have to superintend the removal of salt from the works and to check 15 per cent. of the bags removed, and see that the duty is paid on all salt leaving the works. The position is one of responsibility and large pecuniary interests are involved; there is no objection to the employment of Natives in this line.

Inspectors and Assistant Inspectors on the Northern Frontier Preventive Line.

		Rs.
2	Natives	400
2	Europeans	300
1	Parsi	200
1	European	200
3	Europeans	150
3	Do.	100
1	Native	70
1	Parsi	60
1	Native	45
15		

Great physical energy is required for this line—the work is that of patrolling 15 or 16 miles by day, by night. Each Inspector has a beat of 15 or 16 miles, and he has a foot policeman armed at every half mile and a sowar at every other mile; he has to obtain information about opium-smuggling, and to lay in wait for, and seize the smugglers and their opium. There is no objection to properly-qualified Natives filling these posts.

Superintendents of Salt Depôts.

		Rs.
1	European at Khárághoda	300
1	Do. do.	200
1	Native, Ahmedabad	150
1	European, Uru	100

The Superintendent at Khárághoda has a great deal to do with Railway officials; the work is very heavy and very important. I would prefer to see this appointment held by a European; the others might all be Natives.

Supervisors and Assistant Supervisors, Uran Distillery.

		Rs.
1	European Supervisor	450
1	Do. Assistant	275

The Supervisor should be a European because there is a less chance of collusion; he has to see that no liquor leaves the distillery without having paid duty, and he has to test all the liquor that is manufactured. There are great opportunities for fraud, and so I would rather have a man in no way connected with India as Supervisor. The Assistant might be a Native.

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The Sarkarkuns and Darogas are all Natives, and so they may continue, except that, perhaps, the Sarkarkun at Sanikatta in the Kanara Collectorate should sometimes be a European; it is a difficult post with a good deal of smuggling.

General Remarks.

It would be very unwise to have officers of one nationality only in one and the same Department; so I would, where I could do so, mix up Europeans, Mahomedans and Hindus.

A Native, let those who think the contrary say what they will, is not the man for an appointment the duties of which bring him into personal contact with uneducated Europeans—the latter are, at the commencement, prejudiced against Natives, and are prepared to quarrel with and obstruct them. A Native Preventive officer of Customs, *e.g.*, would find it very disagreeable, if not impossible to discharge his duties.

For other appointments I would choose the best man be he European or Native. Intellectually, the latter would as a rule, have the preference; physically the European.

STATEMENT showing receipt and expenditure of Customs, Salt, Opium and Abkári Departments for the year 1885-86.

—	Receipts.	Expenditure.	Net Revenue.
	RS.	RS.	RS.
Bombay Customs ...	14,63,267	3,07,669	11,55,598
Continental Customs ...	22,846	1,29,629	...
Salt	* 1,84,16,776	17,33,906	...
Total ...	1,84,39,622	18,63,535	1,65,76,087
	Imperial.		
Opium	2,44,55,404	25,661	...
	Excise.		
	11,61,557	30,000	...
	2,56,16,961	55,661	2,55,61,300
Abkári	71,97,239	2,07,258	69,89,981

* Including Goa.

From the Acting Secretary to Government, Revenue Department, Bombay, to the President, Sub-Committee, Public Service Commission, Simla, dated Bombay Castle, 10th June 1887, No. 3590.

I am directed to acknowledge the receipt of your letter No. 236-S, dated 29th March 1887, requesting to be furnished with information regarding the organization and constitution of the Salt Department in this Presidency and Sind, and certain other particulars relating to that Department.

2. In reply I am directed to forward herewith copies of the reports noted in the margin, received from the Commissioner of Customs, Salt, Opium and Abkári, Bombay, and the Commissioner in Sind, which furnish the information required by you. I am also to send copies of a notification of this Government, dated 7th August 1874, and of their Resolution, No. 120, dated 10th January 1882, prescribing the rules for the examination of officers of the Salt Department in this Presidency.

Letter from the Commissioner of Customs, Salt, Opium and Abkári, No. 2630, dated 14th May 1887, with accompaniments.

Memorandum from the Commissioner in Sind, No. 2586, dated 28th May 1887, and its accompanying statement and letter from the Assistant Commissioner of Salt Revenue in Sind, No. 732, dated 7th May 1887.

From J. McL. CAMPBELL, Esq., Acting Commissioner of Customs, Salt, Opium and Abkári, to the Secretary to Government, Revenue Department, dated Bombay, 14th May 1887, No. 2630.

I have the honor to submit the report called for in your endorsement No. 1895, dated the 26th March last, with reference to the Salt Department, under the several heads mentioned in the letter from the Secretary to the Public Service Commission, No. 160, dated the 17th idem.

Head I.

2. The various grades and ranks of which the Department is composed are—
   (*a*) The Higher executive officers holding gazetted appointments.
   (*b*) The Subordinate executive officers on the non-gazetted establishments.
   (*c*) The Preventive officers on the non-gazetted establishments.
   (*d*) The Ministerial officers on the non-gazetted establishments.

3. (*a*) The gazetted appointments are 16 in number, one being that of the Collector who is always a Covenanted Civil servant. There are no special regulations of the Department as to admission of officers to the higher executive or gazetted ranks. The appointments are made by His Excellency the Governor, generally from outside, but occasionally from the non-gazetted ranks. Out of the sixteen officers at present holding substantive appointments in the gazetted ranks, three had previously served in the non-gazetted grades of the Department.

4. As a general rule the newly-gazetted officer is appointed as a Supernumerary Assistant Collector in the last grade. There have been a few exceptions to the general rule. Two Covenanted Civil Servants were appointed to the higher grades of Assistant Collectors. One was appointed to the 1st grade and the other to the 2nd grade. The former is now serving under the Government of India in another Department, and the latter, after being promoted to the 1st grade, is now Deputy Collector of Salt Revenue. Similarly two Military officers were appointed to the 2nd grade and were in turn promoted to the 1st grade. Their services were subsequently replaced at the disposal of the Military Department. Each of those officers was specially appointed for the charge of the Northern Frontier Preventive Line, the establishment employed on which consists of 14 Inspectors, 998 armed Foot Police and 113 Mounted men requiring *quasi*-military discipline. The charge is now held by an officer brought in from the Police Department, and appointed to the 3rd grade. Another exception was that of the officer who is at present in charge of the executive salt arrangements in Goa. He was brought into the Department as an officer of the 3rd grade owing to his special qualifications for the charge of the Account office. Among these exceptional cases may also be classed the appointment of the present Assistant Collector in charge of the Coast Guard Service. He belonged to the non-gazetted ranks and was gazetted to the Assistant Collector's grade on his old pay, which was equal to that of the 3rd grade, as a reward for long and good service and special qualifications.

5. Promotion of Assistant Collectors is regulated by seniority in the grade.

6. (*b*) Appointments to the subordinate executive grades are made by the Commissioner generally by promotions from the ministerial grades of the Department. In rare cases officers on account of their special qualifications are brought in from the other Departments under the Commissioner or from the Land Revenue Department and appointed to some of these grades. No one who has not been previously in Government service is appointed to fill vacancies in those grades.

7. (*c*) The Preventive officers, whether of the Sea Coast-Guard Service, or of the Land Frontier Patrol duty, are also appointed by the Commissioner. No educational test is insisted on in the matter of first appointments to these grades. As regards the Coast Guard Service the great object is to get men who have served at sea and are accustomed to the management of boats. Such men are not, however, attracted by the low pay on which they have to begin, and failing them, the best is done to select men physically fit for a life of exposure. Much the same physical qualities are required in the Inspectors and Assistant Inspectors on the Northern Frontier Preventive Line. Europeans and Eurasians are generally selected to fill these appointments and in their cases the educational test qualifications are not insisted upon.

8. (*d*) The ministerial grades of the Department consist of Clerks and Karkuns, and in their case the orders of Government, directing that no one who has not passed the educational test qualifying for admission to the Public Service should be employed, are generally enforced, exceptions being made in favor of those who had entered the service in the inferior grades and to whom it may become necessary to give well-earned promotions to appointments in the superior grades, for which their qualifications may specially fit them.

9. By a departmental rule, first appointments to the English branch of the Department are made of candidates who have passed at least the Matriculation Examination according to the University standard, while the first class Public Service educational test (for which a knowledge of the English language is necessary) has been prescribed since 1884 as the minimum test of qualification for admission to the Vernacular branch of the Department. This rule is relaxed in favor of such of the deserving candidates as were admitted to acting or temporary vacancies before 1884. An occasional exception is also made in favor of old and deserving servants of the Department who, either owing to the limited amount of pay they received or to their having been employed in out-of-the-way places, were not enabled to give education to their sons in the English language, provided the candidate has qualified himself for admission into the Public Service by passing the second-class educational test and is in other respects fit for the appointment selected.

10. After an officer has been appointed to any of the several grades mentioned above, he has to pass the departmental examination within two years; otherwise he is liable to be removed from the service.

11. Promotions as regards the bulk of the appointments go more or less by seniority, but as regards appointments such as Inspectorships, whether of the Coast Guard or of the Preventive Service, Sarkarkunships, Sazedarships, Clerkships in the Collectors' and the Deputy and Assistant Collectors' offices, physical fitness or special aptitude, as the case may be, has always to be taken into account.

12. The Commissioner appoints to all places of Rs. 100 and upwards and to all Sarkarkunships, Inspectorships, and Darogaships, whatever the pay. The Collector makes all other appointments, except that the Deputy Collector of Salt Revenue, S.D., appoints to places of Rs. 15 and Rs. 20 in

the Vernacular branch within his division and promotes all officials on the inferior establishment. The inferior establishment includes all peons and petty officers of peons.

Head II.

13. The conditions of service in the Department in regard to pay, pension and furlough are regulated by the provisions of the Civil Leave and Pension Codes.

Head III.

14. The officer who holds the appointment of Superintendent of the Coast Guard Service—at present a third-grade Assistant Collector, is the only one in whose case technical knowledge of a certain sort is absolutely necessary. He must be a trained seaman, and have a thorough knowledge of every thing connected with the sailing and management of boats, their equipment, upkeep, &c., &c. In the case of the Coast-Guard Inspectors who have charge of boats technical knowledge is eminently desirable, but in practice it is found that men who have not been bred to the sea, if they take kindly to the work, pick up sufficient technical knowledge to enable them to perform their duties with efficiency, and their boats' crews are always drawn from the classes with whom sea-faring life is hereditary.

15. The professional attainments essential for efficient service in the various branches of the Department are secured by the examination which all officials, from the lowest paid Karkuns upwards, are compelled to pass. The subjects of examination are those with which officers serving at one time as Salt Officers pure and simple, at another as Customs Officers pure and simple, and at another as Salt and Customs Officers combined, must have a fair acquaintance. They include the various Salt Acts, the Opium and Abkári Acts, the Customs and Ports Acts, &c., &c.

Head IV.

16. All classes of the community seek to be employed in the Department. Including the Collector, who is a Covenanted Civilian, 13 of the 16 gazetted officers are Europeans, and they are mostly of the class who furnish the European recruits to the gazetted ranks of the other branches of the Uncovenanted Service, viz., sons or near relatives of old Indian officers. Two gazetted officers are Parsis and one is a Hindu. The last is the Native Assistant to the Collector, and from the nature of his duties his place is more likely to be held by a European or a Eurasian.

17. Although much of the work of an Assistant Collector may be efficiently carried on by well-selected Native officers, it is desirable that particular charges in the department should be held by European Assistant Collectors, especially those of the Northern Frontier, the Runn Salt Works, and the Coast Guard Service. As regards the respective capabilities of Europeans and Natives to fill places of important trust and great responsibilities, I cannot do better than quote below Mr. Moore's opinion, expressed in paragraph 7 of his report to Government, No. 3653, dated the 10th July 1886 :—

"The educated Natives of India are in ability on a par with, and some of them are superior to, the European agency employed in this country, and they are therefore, on intellectual grounds, fit for almost any place under Government; but save in the case of a few honorable exceptions they have not acquired that independence of character and that high moral standard which generally characterize the European officer; nor are Natives generally equal to Europeans in physical capacity and in courage at times of emergency when that quality is absolutely essential."

18. I am respectfully of opinion that it is not desirable to reserve the appointments of Assistant Collectors of Salt Revenue for officers of any particular nationality. It is unnecessary to reserve them all for Europeans, and it would be unwise to appoint Natives to any large proportion of the Assistant Collectorships.

19. In the Frontier Preventive Service a few of the European Inspectors are of the class from which most of the gazetted officers spring, though most of them, as in the Coast Guard Service too, are country born and bred. There are several Eurasian and a few Mahomedan and Parsi Inspectors. I consider the domiciled Europeans and the Eurasians the best for the work of Coast Guard and Northern Frontier Inspectors. The Inspector of the new Agar or Salt Works at Khárághoda—a Mahomedan and a man of little education—has proved himself a conspicuous success, so much so that when he retires it will be a work of difficulty adequately to fill his place.

20. There are a few Parsis in the Department, and one, who is a Coast Guard Inspector, is very efficient. They are good out-door men as a rule and I should be glad to enlist more of them.

21. The same may be said of the Mahomedans, and it is a matter for regret that so few qualified men come forward for employment.

22. The vast bulk of the Sarkarkuns, Clerks, Karkuns, &c., are Hindus, generally Brahmans or Parbhus. They are excellent at all office work, but, with some notable exceptions, are constitutionally wanting in qualities which go to make up the active, energetic, good-all-round officer for out-door work.

Existing organization and constitution of the Salt Department.

Department.	Total number of gazetted appointments or of appointments not being purely clerical of salaries of Rs. 100 and upwards.	Distribution of the gazetted appointments and of appointments mentioned in column 2 amongst classes and grades, with rate of pay attached to each.	Number of appointments in each class or grade now held by—							Remarks.
			Europeans not domiciled in India.	Europeans domiciled in India.	Eurasians.	Natives of India.				
						(a) Hindus.	(b) Mahomedans.	(c) Others.	(d) Total.	
		1 Collector (Covenanted) pay .. Rs. 1,800	1	..	..	..	..	..	..	
		1 Deputy Collector ,, .. 1,250	1	..	..	..	..	..	..	
		1 Do. ,, .. 1,000	1	..	..	..	..	..	..	
		2 First-class Assistants ,, .. 800	2	..	..	..	..	..	..	
		2 Second-class Do. ,, .. 600	2	..	..	..	..	..	..	
		4 Third-class Do. ,, .. 450	2	1	..	..	..	1*	1	
		2 Fourth-class Do. ,, .. 350	2	..	..	..	..	..	..	
Salt	16	1 Supernumerary Assistant ,, .. 300	..	..	..	..	..	1*	1	* Parsi.
		1 Native Assistant ,, .. 300	..	..	..	1	..	..	1	
		15								
		1 Extra Assistant Collector, first-class. 800	1	..	..	..	..	..	..	
		16	12	1	..	1	..	2	3	
		1 Inspector 250	1	..	..	..	..	..	..	
		2 Inspectors 200	2	..	..	..	..	..	..	
Coast Guard Service.	10	2 Do. 175	..	1	..	..	..	..	..	1 vacant.
		2 Do. 150	1	..	..	..	..	..	..	1 vacant.
		1 Inspector 125	1	..	..	..	..	..	..	
		2 Inspectors 100	1	..	..	..	..	..	..	1 vacant.
		2 Do. 400	..	..	..	..	2	..	2	
		2 Do. 300	..	1	1	..	..	..	..	
Northern Frontier and Runn Salt Works.	12	2 Do. 200	..	1	..	..	..	1†	..	† Parsi.
		3 Do. 150	2	1	..	..	..	..	..	
		3 Do. 100	1	2	..	..	..	..	..	
		1 Port Officer 300	1	..	..	..	..	..	..	
		1 Khárághoda Superintendent .. 300	..	1	..	..	..	..	..	
	5	1 Assistant do. 200	1	..	..	..	..	..	..	
Port, Kárwár, Superintendents.		1 Superintendent, Ahmedabad .. 150	..	..	..	1	..	..	1	
		1 Do. Udu 100	1	..	..	..	..	..	..	
		2 Sarkárkúns 250	..	..	..	2	..	..	2	
		2 Do. 200	..	..	..	1	..	1‡	2	‡ Parsi.
		1 Sarkárkún 175	..	..	..	1	..	..	1	
	19	3 Sarkárkúns 150	..	..	..	3	..	..	3	
Sarkárkúns and Darogas, &c.		1 Daroga 150	..	..	..	1	..	..	1	
		3 Sarkárkúns 125	..	..	..	2	..	..	2	1 vacant.
		2 Do. 100	..	..	..	2	..	..	2	
		5 Darogas 100	.	..	..	2	..	3§	5	§ 2 Parsis and 1 Portuguese.
Special Officer, Cambay	1	1 Special Officer 150	..	..	..	1	..	..	1	
		2 Preventive Officers 175	..	..	2	..	..	..	..	
Salt Preventive Department.	8	1 Preventive Officer 150	..	1	..	..	..	..	..	
		3 Preventive Officers 125	..	..	1	2	..	..	3	
		2 Do. 100	..	..	..	2	..	..	2	
		1 Sarkárkún 200	..	..	..	1	..	..	1	
Goa Establishment ..	3	1 Do. 125	..	..	..	..	..	1	1	
		1 Inspector 125	..	..	..	1	..	..	1	
		1 Supervisor .. .. .. { 300 rising to 450 }	1	..	..	..	..	..	..	
Uran Distillery Establishment, Salt Department.	3	1 Assistant Supervisor .. 150——275	1	..	..	..	..	..	..	
		1 Head Gauger .. .. .. 75——100	..	..	..	..	..	1¶	1	¶ Portuguese.

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From R. N. COGHLAN, Esq., Assistant Commissioner of Salt Revenue in Sind, to C. B. PRITCHARD, Esq., C.S., C.S.I., Commissioner in Sind, Karachi, dated Karachi, 7th May 1887, No. 792.

In returning your endorsement, No. 944, dated 5th ultimo, with the original papers forwarded therewith, calling for information as to the regulations, organization and constitution of the Salt Department in Sind, I have the honor to report as follows :—

1. There is only one gazetted appointment, viz., that of the Assistant Commissioner of Salt Revenue in Sind, which is filled up by Government; those of the Superintendent, Maurypur Salt Works, and Special Salt Inspector in Sind, by the Commissioner in Sind; the Salt Preventive establishment by District officers, and all others by the Assistant Commissioner of Salt Revenue in Sind, according to merit and seniority.

2. The conditions of service in the Department in regard to pay, pension and furlough are those prescribed in the Codes of the Financial Department.

3. A thorough knowledge of the requirements of the Acts enforced by the Customs and Salt authorities is requisite.

4. The classes of the community finding employment in the Department include Europeans, Hindus and Mahomedans. The lowest test necessary for admission is the Educational Public Service test, but better educated men, some of whom have matriculated or gone higher, are now available.

5. The annexed statement shows the organization and constitution of the Department.

Existing organization and constitution of the Salt Department in Sind.

1	2	3	4						
			Number of appointments in each class or grade now held by—						
Department.	Total number of gazetted appointments or of appointments not being purely clerical of salaries of Rs. 100 and upwards.	Distribution of the gazetted appointments and the other appointments mentioned in column 2 amongst classes and grades with rate of pay attached to each.	1 Europeans not domiciled in India	2 Europeans domiciled in India.	3 Eurasians.	4 Natives of India.			
						(a) Hindus.	(b) Mahomedans.	(c) Others.	(d) Total.
Salt Department.	3	Assistant Commissioner of Salt Revenue in Sind.*	..	..	..	..	..	..	..
		1 Superintendent, Salt Works, pay Rs. 200 to 300.	..	..	1	..	..	..	..
		1 Salt Inspector, pay Rs. 150.	..	..	..	1	..	..	1

* This appointment is held by the Collector of Sea Customs.

Endorsement by C. B. PRITCHARD, Esq., Commissioner in Sind, dated Karachi, 28th May 1887, No. 2586.

No. 732, dated 7th May 1887, from the Assistant Commissioner, Salt Revenue, in Sind.
,, 1462, ,, 19th ,, from Commissioner in Sind.
,, 796, ,, 20th ,, from Assistant Commissioner, Salt, and statement.

Submitted to Government, for information, with reference to Government endorsement, No. 1895, dated 26th March 1887.

REVENUE DEPARTMENT.

The following rules for the examination of Officers of the Salt Department are published for general information :—

I.—From the date of the publication of these rules, every officer already appointed to be or to act as an Assistant Collector of Salt Revenue, who shall not have passed the examinations prescribed in paras. 900 and 909 of the Digest of Service Rules, and every officer hereafter appointed to be or to act as an Assistant Collector of Salt Revenue, will be required to pass, at the first examination held not less than six months after the date on which he joined his appointment, an

examination in at least one Vernacular language of the Presidency (either Marathi, Gujarati or Canarese) and in the following subjects:—

The Indian Penal Code.
The Criminal Procedure Code.
The Salt Acts in force in the Bombay Presidency for the time being.
The Sea Customs Acts do. do.
The Land Customs Acts in force in the Bombay Presidency for the time being.
The Ports and Port Dues Acts do. do.
Chapters, 2, 7, 9 and 10 of the Indian Evidence Act.

II.—This examination will be held at the time and at the place fixed for the half-yearly Departmental Examination of Junior Civilians, and will be conducted by a Committee consisting of the Under-Secretary to Government in the Judicial Department, the Oriental Translator to Government, and another Member to be from time to time appointed by Government.

III.—The examination in the Vernacular language will be of the same nature and difficulty as the examination required to be passed by Junior Civilians before their investiture with the lowest Magisterial powers. Two papers of questions in the Acts mentioned in Rule I will be set at each examination. The questions in one paper will be taken from the Penal Code and the Salt and the Sea Customs Acts; the other paper will consist of questions from the other Acts specified. The time allowed for each paper will be three hours. 150 marks will be allotted to each paper. No candidate will be considered to have passed who fails to obtain 60 per cent. of the aggregate number of marks for both papers, or 180 marks in all. The questions will have to be answered without the assistance of books. If an officer fails to pass the examination as prescribed in Rule I, he shall be removed from his appointment.

IV.—Every person after having been appointed to be or to act as an Assistant Collector of Salt Revenue shall, within twelve months after the date on which he passed the examination prescribed in Rule I, pass before the Central Departmental Examination Committee at Bombay an examination according to the Higher Standard test in the Vernacular language of the district to which he may have been appointed: provided that if prior to his appointment he shall have passed this examination or one of equal difficulty in the language in question, he shall not be required to pass again in the same language.

V.—If an officer after appointment is removed from a Marathi to a Gujarati or Canarese district, or *vice versa*, he shall be required to pass an examination of the nature described in Rule IV in the Vernacular language of the district to which he is transferred within one year from the date of his transfer, if prior to his transfer from the district to which he was originally appointed he shall not have passed in the language of that district an examination of the nature prescribed in Rule IV; but if before his removal he shall have passed the examination as directed in Rule IV in the Vernacular of the district in which he was first serving, he shall then only be required to pass within one year from the date of his transfer an examination in the Vernacular of the district to which he may be moved of a nature similar to that prescribed in the Notification of Government in the Judicial Department, No. 2161, dated August 12th, 1863.

VI.—If an officer fails to pass within the specified time the examination prescribed in Rules IV and V, he shall be permitted to present himself a second time for examination after the expiration of a further period not exceeding six months; but if within 18 months from the date of his passing the examination prescribed in Rule I or of his transfer, he shall not have succeeded in passing the above examination, he shall be removed from his appointment.

VII.—In addition to the above-mentioned examination in the Vernacular language, every Officer, whether in the Military or Uncovenanted Service, appointed to be or to act as Assistant Collector of Salt Revenue, shall, within twelve months of the date of his passing the examination prescribed in Rule I, pass an examination in the following Acts (and any others which may from time to time be added to the list by Government):—

The Indian Penal Code and Amending Acts.
The Code of Criminal Procedure in force for the time being.
The Indian Evidence Act.
The Acts relating to Salt in the Bombay Presidency.
The Acts relating to Sea and Land Customs in the Bombay Presidency.
The Acts relating to Ports and Port Dues do. do.
The Acts relating to Opium do. do. do.
The Acts relating to Abkári do. do. do.
The Acts relating to Registry of Vessels.
The Acts relating to Passenger and Pilgrim Ships.
The Acts relating to Arms and Ammunitions.

VIII.—Three papers of questions relating to the above Acts will be set at each examination. The questions in one of these three papers will relate solely to the Penal and Criminal Procedure Codes, and those in the second to the Salt and Sea and Land Custom Acts. The questions in the third paper will refer to the other Acts mentioned. 150 marks will be allotted for each paper of

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questions. No Candidate will be considered to have passed who fails to obtain 60 per cent. of the aggregate number of marks for the three papers, or 270 marks in all. The questions will have to be answered without the assistance of books.

IX.—The above examination shall be held in Bombay once in every half-year on the date fixed for the Departmental Examination of Junior Civilians, and shall be conducted by the Under Secretary to Government in the Judicial Department, and another Officer to be from time to time appointed by Government, by whom the papers of questions shall be prepared, and with whom it shall rest to estimate the merit of the answers, and to decide whether the examinee has passed.

X.—If an officer fails to pass within the specified time the examination prescribed in Rule VII, he shall be permitted to present himself a second time for examination after the expiration of a further period of six months; but if within eighteen months of the date of his passing the examination prescribed in Rule I, he shall not have succeeded in passing the above examination, he shall be removed from his appointment.

XI.—An officer serving as Assistant Collector of Salt Revenue will be considered to be on probation, until he has passed the examinations prescribed in Rules IV and VII; and if within twelve months from the date of his passing the examination prescribed in Rule I, he shall not have passed those examinations, a deduction of 20 per cent. will be made from his salary until he shall have passed both such examinations.

XII.—Officers of the department drawing salaries of Rs. 100 and upwards may be examined if they obtain leave from the Collector of Salt Revenue to present themselves for examination, and if passed should receive a certificate of qualification.

By order,

F. S. CHAPMAN,
Chief Secretary to Government.

Bombay Castle, 7th August 1874.

Appointments.

No. 120.

REVENUE DEPARTMENT.

Bombay Castle, 10th January 1882.

Memorandum from the Commissioner of Customs, Opium and Abkári, No. 6383, dated 4th December 1881—Submitting a letter (No. 5554, dated 30th November last) from the Collector of Salt Revenue, who requests that as Mr. H. G. Bulkley, Supernumerary Assistant Collector of Salt Revenue, has now passed the Departmental Examination according to the Lower Standard prescribed for Assistant Collectors of Salt Revenue and been placed in charge of a Range, he may be appointed to act in the Fourth Grade of Assistant Collectors of Salt Revenue with effect from the 16th November last to fill an existing vacancy.

Memorandum from the Accountant-General, No. L.A.-16664, dated 19th December 1881—Stating that there is no definite rule laying down what examinations a Supernumerary Assistant Collector must pass before he is appointed to act as Assistant Collector, and that Mr. Bulkley may therefore be appointed to act as Fourth Class Assistant Collector of Salt Revenue with effect from 16th November 1881 if Government please, unless they think that a Supernumerary Assistant Collector of Salt Revenue should be required to pass the Higher Standard Examination before he is appointed to act as Assistant Collector, as has recently been ruled in the case of the Police Probationers about to be appointed.

RESOLUTION.—An officer holding the post of Supernumerary Assistant Collector of Salt Revenue should not be appointed to be or act as an Assistant Collector until he has passed the Higher Standard Examinations.

JOHN NUGENT,
Acting Secretary to Government.

To

The Commissioner of Customs, Opium and Abkári.
The Collector of Salt Revenue.
The Accountant-General.

BOMBAY.

Salt Department.

Section III.

Sittings at Bombay.

Witness No. I.—22*nd July* 1887.

Examination of W. PORTEOUS, Esq., C.S., Acting Collector of Salt Revenue.

The *President.*

I have been acting as Collector of Salt Revenue for the last seven months, and have acted for thirteen months on two previous occasions in 1881-82. My permanent appointment is Collector of Kaira, in Gujarat. I have been for 20 years a Member of the Civil Service, and have served in most parts of the Presidency and in Mysore.

What is the unit in your Department ?—We have got Talukas with a Sarkarkun in charge — he corresponds to Mamlatdars in the Revenue service — he receives money paid in for Salt duty, issues permits, and exercises general supervision over all the salt works. Some of the salt works are private property, some belong to Government. The salt works in Gujarat belong to Government, but with the exception of a few, all the salt works south of Gujarat are private property; except in Gujarat, manufacture is nowhere carried on directly by, or on behalf of, Government. Some are rented, that is, the Government works south of Gujarat are rented, and so are many of the private ones; but as far as private works are concerned, we recognize owners only and not renters. We give people permission to manufacture salt so long as we are satisfied that a work is a good work and can be properly guarded—I mean if our conditions are satisfied, we allow new works to be opened. After a license is granted to manufacture salt, it is not withdrawn except for a breach of the conditions of the license, or if the produce of the work falls below the minimum allowed.

Have you any crude saltpetre manufactories or refineries ?—No.

Or soda factories ?—No.

Your Department, so far as the internal branch is concerned, supervises the out-turn of salt from private manufactories and manufactures salt at the Government works ?—Yes. I also supervise the Customs work at all the ports outside Bombay within the Presidency. I have charge of the Coastguard Service at those ports and of their conservancy. I administer the Port Fund revenues. I am in charge also of the very important distilleries which supply Bombay and parts of the mufasal with country spirit.

Does the Sarkarkun lead a life of considerable exposure ?—Not very much. He is bound to go round occasionally and inspect the works, but he has a great deal of office work as well.

Does he go round in the rains ?—There is a great deal of salt stored, and it is his duty to see that the peons and other people in charge are on the alert. He must frequently visit the works in the rains, and he has personally to see to the wastage of salt caused by rain and floods.

What is the Northern Preventive Line ?—A line which begins at the head of the Gulf of Cambay and runs up by Khárághoda to the head of the greater Runn of Cutch. It is intended to protect the revenue from the importation of untaxed salt from Native States on the west into India on the east, and to prevent the importation of opium to the Kathiawar States on the west of the line from Malwa, &c.

What is the unit of administration on the Customs Line ?—There is no Customs line, it is a Preventive line. The unit on the line is the Inspector's beat, of which an Inspector or Assistant Inspector has charge.

Is the work on that line arduous ?—It involves not only a great deal of exposure to the heat, but much night work also. The line must be patrolled at night and at odd times in the twenty-four hours, to see, among other things, that the Sowars and Foot Police are on the alert.

What officer is charged with the immediate supervision of the Sarkarkuns and the Inspectors ?—The Assistant Collector. He stands in the same relation to them as an Assistant Collector of a District to his Tahsildars or Mamlatdars.

What are the functions of Deputy Collectors in this Department ?—We have only one Deputy Collector now, since the Deputy Collector of the Northern Circle was reduced within the last week or two on the recommendation of the Finance Committee. The Deputy Collector of the Southern Division supervises the whole of the country south of Gujarat.

Who supervises the Northern Division now ?—It comes directly under the Collector; there is no intervening officer between the Assistant and the Collector. In the south, there is a Collector, an Assistant, and a Deputy Collector.

Why is it necessary to have a Deputy Collector for the Southern Division and not for the North ?—It is a very much larger charge.

What are the duties of the Deputy Collector ? He is a supervising and controlling officer over a number of Assistant Collectors. His charge is called a Division, and he is, what his title implies, a Deputy to the Collector. The Collector has the entire administrative and executive charge; the Commissioner of Customs, who is also the Commissioner of Salt Revenue, being the intervening authority between the Collector and Government.

The Deputy Collector is a European; is that necessary?—It is not absolutely necessary, it is certainly desirable. There is no objection to his being a Native if you can get a Native qualified for the post; but I have met no such Native in my own experience.

The Assistant Collectors are principally Europeans not domiciled?—Yes. We have two Parsis, one Hindu, one domiciled European, and nine non-domiciled Europeans.

How many districts has an Assistant under him?—That depends a great deal on the number of salt works there may be in his charge.

What is the average charge of an Assistant Collector: is it larger than a Revenue district?—Generally. The Surat Range, for instance, extends over the whole of the Surat and Broach and a part of the Kaira and Ahmedabad districts.

Do you think it necessary that Assistant Collectors should in all cases be Europeans?—Not at all.

But you think a proportion of them should be?—I think some of them should always be Europeans; for instance, the officer in charge of the Runn Works, where we make an enormous quantity of salt. He is in charge of a village which is entirely a salt-making village. He is constantly in communication with railway officials, and in the storage season has to deal with second-class Europeans, such as Engine-drivers, Guards, &c. I do not think a Native in his position would exercise the same authority.

Are there not some Native Assistant Collectors now?—There are two, besides my own Native Assistant.

How do they do their work?—One has charge of the accounts in Bombay, and is considered to be a very able officer. I have not had sufficient experience of the other to be able to express an opinion as to his merits. They are both Parsis. My Native Assistant is a man who has been very many years in the Department, and is, of course, well fitted for the appointment, or he would not have obtained it.

He has no out-door work to do?—He has no regular out-door work, but he has to travel all over the Presidency examining the accounts, &c., of the different offices. Occasionally he visits salt works.

Would you place a Native Assistant in charge of the Northern Preventive Line?—No. I think that appointment must be reserved for Europeans on the same ground that I would always have the Superintendent of Police in a district a European. An Assistant Collector on the Northern Line is more or less a Police officer. There are a thousand, more or less, armed men on the frontier, who should, I think, be commanded by a European. Then there is an appointment in Goa which also ought to be always held by a European as, among other reasons, the holder of the appointment is in constant communication with the Portuguese authorities, and they would probably prefer to have to deal directly with a European.

Are the officers appointed to the upper grades of this Department chosen by competition?—No, by nomination.

Do you see any objection to throwing the appointments open to competition?—No; competition after nomination would be a very good arrangement.

Is any knowledge of chemistry required of the officers of the Department?—No.

How does such an officer know whether he is dealing with illicit salt or some other saline substance?—I expect he would soon find that the traders would not take the salt if it were not salt.

Practically, do you find that an officer of experience knows the salt which comes from the Departmental Salt Works, though he cannot give you the chemical analysis of them?—One or two officers might be able to do so, but they are not required to do so. The only imported salt we have is rock salt from the Persian Gulf, which is recognized at once at the Bombay Custom House where it pays excise duty.

Mr. *Nulkar.*

The Salt Department was at one time administered by the Commissioner of Customs, Bombay?—Yes.

Was a proposal made by the Commissioner of Salt and Opium that the appointments of Assistants in the Department should be given to sons of gentlemen only—meaning thereby sons of old officers of Government?—I do not know if there was any proposal to that effect, but, as a matter of fact, a number of our officers are the sons of old officers of Government.

You have no objection to competition after nomination?—No. I have no doubt that there are a number of people willing to take employment in the Salt Department. A list of nominees might be kept, and when there was a vacancy, it might be competed for.

Would not that leave a door open to jobbery?—The chances are that the successful nominee would not be altogether deficient in intellectual capacity. I do not think it at all follows that all the persons nominated would be inefficient, and the competition would, as likely as not, give us the best man among them.

You would reserve three appointments for Europeans only?—I would reserve four, besides that of the Deputy Collector. The Surat Assistantship should be reserved. The Assistant Collector of the Surat Range has three or four Coastguard men under him. He has a very large extent of coast to supervise—a coast which is notorious for cargo robberies on a large scale; he has much travelling to do, and besides he has to come occasionally into direct communication with the Portuguese authorities at Damaun.

Do you think the duties of an Assistant Collector in your Department are more important than those of an Assistant Collector of Land Revenue?—I certainly do not. I think the duties of a First Assistant Collector of Land Revenue in an important district are more important, and I think you want a better man for the post.

Are you aware that the duties of an Assistant Collector of Land Revenue have often been entrusted to Deputy Collectors?—Certainly.

And therefore do you still think there is any reason why these appointments in the Salt Department should not be entrusted to Natives as well qualified as Deputy Collectors are?—Excluding from the question altogether the appointments I have mentioned as being appointments which should always be held by Europeans, I fully admit that Natives of the class of Deputy

Collectors are qualified to be Assistant Collectors in this Department. I wish to add that one of the Assistants who must of necessity always be a European is the Superintendent of the Coastguard Service. He is graded as an Assistant Collector, and in fact it would be quite impossible to find any Native with the technical knowledge and experience required for this appointment. The witness put in and read the following :—

Note.—In the Bombay Presidency, the functions of the Salt Department are multifarious. Besides manufacturing or controlling the manufacture of all the salt licitly produced in the Presidency, collecting the excise duty thereon and preventing as far as possible illicit manufacture and evasions of the excise duty, it is responsible for the administration of the law relating to customs, merchant shipping, registration of vessels and carriage of passengers, and for the conservancy of the ports and the management of the beacons, buoys, and light-houses throughout the Presidency except at the port of Bombay. It includes an organisation for the prevention and detection, on the one hand, of opium smuggling into Gujarat and Káthiáwár from Rajputana and Central India, and on the other, of smuggling of natural or manufactured salt from the west of the Preventive Line to Rajputana and Central India and the British District of Ahmedabad on the east and north.

The Preventive Line is a path 40 feet wide, hedged and ditched on each side throughout the greater part of its length. It begins at Bholád at the head of the Gulf of Cambay, and, after running due east for about 30 miles, turns abruptly to the north and runs practically due north to Mávsári on the borders of Marwar. As far as Khárághoda, a distance of about 72 miles from Bholád, it separates Káthiáwár on the west from Ahmedabad on the east. From Khárághoda northwards, it runs along the whole length of the Runn of Cutch, separating it, on the west, from the Native States under one jurisdiction or another, on the east. It is guarded by 110 mounted men and 700 sepoys employed all the year round, and 200 employed during 9 months. This force is officered by 16 Inspectors under the immediate orders of one of the Assistant Collectors.

The Department further manages the important Distilleries from which the town and island of Bombay and the adjoining Districts of Thána and Kolába draw the chief part of their supply of country spirit, assesses the excise on the whole of the spirit produced at them, and collects so much of the duty as is assessed on spirit intended for consumption in Bombay.

The control of the manufacture of salt, and the collection of the excise duty thereon, has always been bound up with the Customs administration of what are known as the continental ports of the Presidency as distinguished from the port of Bombay, but it was not till 1872 that "Salt and Continental Customs" were constituted a Department by themselves. In 1882 the Department was again brought under the control of the Commissioner of Customs, Opium and Abkári.

The Department, as constituted at present, or rather up to within the last few days, comprises, exclusive of the Commissioner's Office and the Account Branch, which is amalgamated with, and treated as part of, the Bombay Custom Office—

(1) 1 Collector of Salt Revenue, who is the responsible head.

(2) 2 Deputy Collectors; one of them entrusted with the intermediate control of the Northern Frontier Preventive arrangements, and the other with the intermediate control ever all ports, light-houses, &c., and seaside Salt works south of the Portuguese Settlement of Damaun.

(3) 13 Assistant Collectors, of whom one is in charge of the Coastguard Service; another, under the Deputy Collector, Northern Division, is in charge of the Preventive line; a third is in charge of the Government Salt works on the Runn; and a fourth of the British ports and seaside Salt works on the Gulf of Cambay from Damaun northwards. The remaining 9 include those in charge of the ports and seaside Salt works south of Damaun under the Deputy Collector, Southern Division. Of the Assistants, one is a Hindu and two are Parsis.

(4) 17 Coastguard Inspectors, of whom—
- 6 are Europeans.
- 2 are Eurasians.
- 5 are Parsis.
- 4 places are vacant.

(5) 22 Inspectors, of whom—
- 8 Europeans. } Serve on the Northern Frontier.
- 2 Parsis. } Serve on the Northern Frontier.
- 3 Mahomedans. } Serve on the Northern Frontier.
- 3 Eurasians. } Serve on the Northern Frontier.
- 1 vacant—Bhewandi Guard Boat.
- 3 Portuguese—Goa Salt Works.
- 1 European—Sanika ta Salt Works.
- 1 Eurasian—Bhandup Distillery.

(6) 9 Inspectors in charge of Preventive stations, that is, places where the weight of salt is checked after it has left the works, of whom—
- 4 are Eurasians, and
- 5 are Hindus.

(7) 6 Superintendents of Salt Depôts, viz.—
- 3 Europeans.
- 1 Hindu.
- 2 places are vacant.

(8) 34 Sarkarkuns, or heads of the Salt and Customs Administration in their respective talukas or sub-divisions; of these—
- 33 are Hindus, and
- 1 is a Parsi.

(9) 9 Darogas, the chiefs of a sort of Salt Police in talukas where salt manufacture is carried on; of whom—
- 2 are Parsis, and
- 7 Hindus.

(10) 2 Supervisors of Distilleries and 3 Gaugers, viz.—
- 2 Europeans.
- 2 Portuguese.
- 1 Parsi.

(11) 68 Sazedars, or officers in charge of groups of Salt works.

(12) 66 Bandar Karkuns, or officers in charge of subordinate ports and landing places.

(13) 77 English writers.

(14) 501 vernacular writers.

(15) 3 Rasaldars, or officers of mounted guards.

(16) 110 Sowars, or mounted guards.

(17) 4,128 peons and sepoys.

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W. Porteous, Esq.

(18) 497 Khalasis or sailors, watermen, and menials.

The total sanctioned strength of the Department, as it stood at the end of the last financial year, amounted to 5,566 hands, and the cost to Rs. 80,227½ per month. Since this month began, the strength as noted above has been reduced by—

1 Deputy Collector, Northern Division,
2 Assistant Collectors,
3 Coastguard Inspectors,
1 Inspector, Bhewandi Guard Boat,
1 English writer,
6 Vernacular writers,
10 Peons, &c,

and it has been increased by one Frontier Inspector, under the orders of the Government of India, on certain recommendations of the Finance Committee.

The Collections, which in 1874-75 were Rs. 76,26,182, had increased in 1886-87 to Rs. 1,79,21,847. The expenditure has risen during the same period from Rs. 7,51,878 to Rs. 23,49,154.

Of the latter sum, Rs. 59,878 are on account of Port Funds, and represent roughly the cost of maintenance of the buoys, beacons, and lighthouses referred to above, and of various petty works of construction and repair connected with the conservancy of the ports in charge of the Department. The balance of Rs. 22,89,276 represents the expenditure under the heads of Salt Customs and Abkári.

Since the abolition of Customs duties on all but a very few articles, and the conclusion of Customs Conventions with Portugal and with the Nawabs of Cambay and Janjira, the realizations on account of Customs out of the port of Bombay have almost disappeared. The functions of the Department under this head are practically confined to the registration of Customs statistics, and the enforcement of such restrictions as are necessary for the maintenance of a check against illicit traffic of all kinds.

Excluding from consideration the very insignificant amount of imported salt the Customs duty on which, though treated as a receipt of the Department, is for the most part collected by the Bombay Custom House, the sources of salt supply in the Bombay Presidency are—

(1) The Government Salt Works at Khárágháda on the border of the Runn of Cutch, where what is technically known as Baragara, or large crystal salt, is manufactured from brine wells. They are now managed departmentally.

(2) The Sea-side Works, scattered throughout the Presidency, where small-grained salt is made from sea-water at the risk of the manufacturers.

The latter may be sub-divided into four groups differing more or less widely one from another in regard either to the system of management or the mode of manufacture, viz.—

(*a*) The works in Gujarat.
(*b*) The Northern Konkan works.
(*c*) The works in the Southern Konkan and Kanara.
(*d*) The works in Portuguese Territory.

The Runn works and the sea-side works in Gujarat are all the property of Government, and although the process of manufacture is different, they were originally managed in the same way. The salt is manufactured by holders of yearly licenses at their own risk and sold by them at a uniform rate of 2 annas per maund fixed by Government, out of which 9 pies are retained by Government by way of royalty, and the balance goes to the manufacturers, or, as they are generally called, "Agrias."

In the rest of the Presidency the works are either the property of private owners known as Shilotris, or are let on short leases to farmers. The price of the salt is a matter of agreement between the Shilotris or farmers and the purchasers. The duty is recoverable in all cases on the removal of the salt from the works.

The establishment subordinate to the Assistant Collector in charge of Ranges is divided broadly into two branches—the Administrative and the Preventive. In the former, the unit, so to speak, is the Sazedar, or officer in charge of a Saza or group of Salt works. He generally has an Assistant to help him, and he is responsible to the Sarkarkun. This latter is the chief officer of a Taluka as it is called, in respect of everything connected with the Department. It is the Sazedar's duty to estimate the contents of each heap of salt as it is made and to give it a number and enter it in his stock book; to see that no salt is taken from any heap not so entered; to supervise issues; keep the stock account; and make frequent rounds to see that the peons provided to guard the works are on the alert.

The Sazedars and their Assistants and peons are subordinate as above noted to the Sarkarkuns. It is the business of these latter to receive duty, issue permits, arrange for weighments and keep the Taluka accounts.

The Preventive establishment is employed to watch the approaches of the Salt works, re-weigh the salt after it has left them, and generally act as a check on the administrative establishment. It is officered by the Inspectors in charge of Preventive stations, by the Darogas, who have under them Karkuns called Nakedars posted at suitable positions outside the works, and a staff of peons for watching and patrolling. It is part of the duty of the Coastguard Inspectors also to visit the works and preventive stations, and to bring to notice any irregularities or breaches of duty they may observe.

The quantities of salt (1) brought to the stock accounts, and (2) issued from each of the groups mentioned above in paragraph 10 during the last financial year, are given below:—

	Brought to account. IND. MAUNDS.	Issued. IND. MAUNDS.
Baragara (Runn Works).	22,14,107	20,89,005
Seaside Works in Gujarat	4,38,257	3,14,857
North Konkan ..	58,58,421	56,28,334
South Konkan and Kanara	2,70,412	2,49,606
Total ..	87,81,197	82,81,802

to which must be added 3,50,127 maunds produced, and 3,19,335 maunds issued, in the works under British control in Goa Territory, making in all 91,31,324 maunds produced, and 86,01,137 maunds issued.

The Runn Works supply the whole of Northern Gujarat, and also send considerable quantities to the Central Provinces and Central India, Rajputana, and Malwa. They meet as well a demand from the North-West Provinces, normally small, but apt to be swelled to very large proportions by any disturbance of the supply from Northern India.

Of the sea salt, the Gujarat Works supply about 3,00,000 maunds to Southern Gujarat and the adjacent Collectorates of Thana, Nasik and Khandesh; little or none goes beyond the Presidency.

From the Northern Konkan some 14,00,000 maunds are issued for consumption within the Presidency, and last year the following quantities were exported:—

	IND. MAUNDS.
To the Central Provinces	11,83,787
„ Central India	18,707
„ the Nizam's Territory	8,65,734
„ Calcutta	6,28,050
„ British Malabar	10,19,846
„ Cochin and Travancore	5,01,338
Total ..	42,17,462

The supply from the Southern Konkan and Kanara is limited to about 2,50,000 maunds, and, with the exception of a small quantity sent from Sanikatta to British Malabar and Mysore, is all consumed in the adjacent districts of Ratnagiri, Dharwar, Karwar, Belgaum and Bijapur.

Of the issues from the Portuguese Salt Works —some 3,20,000 maunds in all—about 37,000 maunds went last year to British Malabar, and about 1,33,000 maunds to the British Districts surrounding Goa Territory. The remaining 1,50,000 maunds were consumed in Portuguese India.

The principal officers concerned in the administration of the Department are—

(1) The Sarkarkun,
(2) Preventive Officers and Darogas,
(3) Coastguard Inspectors,
(4) Northern Frontier Inspectors,
(5) Assistant Collectors,
(6) Deputy Collector,
(7) Collector,

and their respective duties may be briefly summed up as follows:—

(1) The Sarkarkun is the chief subordinate officer in charge of a group of salt works or ports, or of both; he receives excise duty on salt, grants permits or orders empowering the officers at the works to deliver salt, examines stocks and tests the accuracy of the accounts at the works, and exercises a general control and supervision over all the officers at the salt works. He exercises similar control and supervision at all the ports within his Taluka.

(2) The Preventive Officers and Darogas supervise the preventive arrangements, board boats carrying salt, make percentage check weighments, and when necessary under the rules of the Department detain salt-laden boats and re-weigh their whole cargoes. Officers in charge of Barges or floating preventive stations have also to do the Customs work of entering and clearing vessels, granting port clearances, levying port dues. The Darogas, when not in charge of preventive stations, have to patrol their Salt works and watch the removals from the works by land routes.

(3) The Coastguard Inspectors have seagoing boats at their disposal, on which they live during the fair season from October to the end of May. Their duties are—cruising in the creeks and roadsteads; visiting Salt works and Custom Houses; boarding Native passenger ships; testing salt weighments; enforcing the rules about the exhibition of lights by Native craft; inspecting light-houses, buoys, beacons, &c.; and patrolling the coast generally with a view to the prevention of smuggling.

(4) The Northern Frontier Inspectors patrol the Frontier Line, control the foot and mounted force, maintain discipline, and conduct prosecutions in any cases of smuggling they may detect.

(5) The Assistant Collector of Salt Revenue is the administrative head of the Range or Sub-division under his charge; he supervises the work of the Sarkarkuns, Darogas, Preventive Officers, Coastguard and Frontier Inspectors; has continually to move about his range inspecting Salt works, Custom Houses, light-houses, beacons, &c.; reports on applications for new salt works; occasionally makes and supervises salt weighments and checks the steelyards; keeps the establishments under him in order; sees that no unauthorized manufacture of salt is carried on; receives petitions and disposes of them as far as he is competent to do so; issues orders to Sarkarkuns, Darogas, Preventive Officers, &c., in executive and administrative matters.

The Superintendent of the Coastguard Service is graded as an Assistant Collector. He is a trained seaman and mechanic. He supervises the work of the Coastguard Inspectors; looks after the management and equipment of the departmental fleet of boats; executes ordinary as well as extraordinary repairs to boats; inspects light-houses, buoys and beacons, and sees that they are efficiently maintained; designs, estimates for, and superintends the construction of new lights undertaken departmentally; constructs small boats for the use of subordinate officers of the Department, enlists crews for the boats, and maintains discipline and efficiency among the men; and generally advises the Collector in all matters requiring nautical and mechanical knowledge.

(6) The Deputy Collector of Salt Revenue, Southern Division, supervises the work of the Assistant Collectors in his division—they are directly subordinate to him — and exercises most of the powers of a controlling officer in his division.

(7) The Collector of Salt Revenue is the controlling officer at the head of the whole Department. Except that certain powers are reserved to the Commissioner, he passes orders in all executive and administrative matters; adjudicates cases of salt smuggling; hears appeals against the orders by the Assistant and Deputy Collectors; and generally regulates the working of the Department.

The map* attached to this memorandum shows the extent of the Collector's jurisdiction, while the range of each of the Assistants is colored separately. Two corrections, however, require to be noted. The Surat Assistant's Range is now as shown in pencil and does not include the Portuguese island of Diu, while the Uran and Alibag Ranges are in future to be held by one Assistant.

* Not printed.

Bombay.

Salt.

Sec. III.

H. A. Acworth, Esq.

Witness No. II.—*22nd July* 1887.

Examination of H. A. ACWORTH, Esq., C.S., Deputy Collector of Salt Revenue, in charge of the Southern Division.

The *President.*

I joined the Department in 1881. I have acted three times as Collector for periods of three months or less, and during that time have had charge of the Northern Division as well; but that has been my sole experience of the Northern District.

What is your opinion of the qualifications of Natives to hold Assistant Collectorships?—I see no reason why Natives should not hold at least four out of the five Assistant Collectorships in my Division, and possibly the whole five if sufficiently good men could be found. As regards the Ratnagiri Range, I am not quite sure that the average Englishman would not be found more efficient than the average Native. I may say, however, that that appointment was recently held by a Parsi, and could not have been more ably administered. The main business of the Department in that Range is with Customs, and there is a great deal of it connected with steamships which requires a considerable amount of tact and temper.

What are the particular qualifications of an Assistant in those posts which you think might be filled by Natives? Would they require any technical knowledge?—I hardly think so. They would have, of course, to be acquainted with all the Customs and Salt Acts, and to a certain extent with the chemistry of common salt and the philosophy of salt works, but we give them the means of acquiring that knowledge by distributing hand books from which an officer of energy can obtain all the necessary information.

Are the Assistants competent to test saline earths?—No; but there is no production of chemical salts, except chloride of sodium which is entirely produced by evaporation.

Are offences against the Salt Act frequent in this Presidency?—Yes, petty offences, and we prosecute in very nearly all cases.

Has the rule never been introduced here, which obtains in the North of India, that no prosecution should be instituted against a person who has a less quantity of contrabanded salt than a seer of 2 lb. in his possession?—No such rule exists here, and I do not see how it could be worked. The majority of salt offences in the Presidency are simply thefts of salt. We have a good many prosecutions for illicit manufacture in Kanara, but not elsewhere. In Kanara the salt-earth is found all along the coast and to a great extent inland, and the manufacture of illicit salt is almost universal, and it is a peculiar fact, with reference to the charge of oppression brought against the Department, that during the last five years, in all the prosecutions in which fines have been inflicted, the fines have always been paid, which excludes the supposition to some extent that the offenders are paupers. Quite recently I had a case in which separate fines of Rs. 30 were inflicted on three men, and they were all paid. The quantity manufactured was not more than a few seers.

Have any disturbances occurred between the villagers and the salt officers?—Not in Kanara. In the salt works about the harbour there are frequent disturbances between smugglers and our peons.

Have you had Native Assistants under you?—Yes. One of them did his duty admirably.

In what way would you have appointments made to Assistant Collectorships?—I have not thought of any other than the present system; but if I had my own way, I would throw a great deal more responsibility in regard to making appointments on the Commissioner, as the best means of ensuring the recruitment of good officers. No one is in a better position to judge who are the best men among the Inspectors than the Commissioner.

Would you promote Inspectors to Assistant Collectorships?—To a great extent, and almost always in the case of Europeans. I think the Inspectors in the Salt and Abkári Department furnish our best recruiting ground.

When young men are nominated by the Government, in what grade do they enter?—They are supposed to enter in the lowest, but, as a matter of fact, we have had at least two officers put in in the 3rd grade.

Are the Inspectors often promoted to the Assistants' grade?—Pretty frequently. We have two Assistant Collectors now who were formerly Inspectors.

For an Assistant Collector, no greater technical or other knowledge is required than is required for a Deputy Collector in charge of a Taluka?—No. Of course he has to be acquainted with the different Acts; but no other technical knowledge is necessary.

What is the extent of the coast line in your Division?—We have four hundred miles of coast line.

And any ports?—The whole of the ports of the Southern group.

Do your Assistant Collectors look after the collection of Customs at those ports?—Yes.

How do you manage the appraisement of chemicals at different ports?—There are none imported.

Fire-arms?—There is really no importation of fire-arms either.

The Hon. Khan Bahadur *Kazi Shahbudin.*

You said you had five Assistant Collectors under you—a Parsi and four Europeans?—Yes.

The *President.*

Do you consider that you require a higher social status, than that which a Revenue Deputy Collector has, to make a good Custom House Officer?—I think you do, because he has second-class Europeans under him, men of the Warrant Officer class who require to have a gentleman over them. Assistant Collectors should be gentlemen. Whether Native or European, they should be men who have the breeding, the manners, and the *aplomb* of gentlemen.

The Hon. Khan Bahadur *Kazi Shahbudin.*

If you think Natives would do as well as Europeans in these appointments, do you happen to know why it is that three out of the five Assistant Collectors are Europeans?—I neither know, nor

is it my business to inquire. I should be very glad to see Natives appointed more largely to these posts.

Mr. *Nulkar.*

Have you ever heard, or seen from the records of the Commissioner of Salt and Opium, that some twenty years ago a proposal was made to Government that these appointments should be conferred on the sons of gentlemen, meaning by gentlemen European officers who have been long in the service of Government and have a claim on Government for employment?—I was not aware of any such proposal.

Witness No. III.—*22nd July* 1887.

Examination of H. G. Bulkley, Esq., Assistant Collector, Salt Department.

H. G. Bulkley, Esq.

The *President.*

I believe you are a non-domiciled European?—Yes.

When did you enter the Department?—Little more than nine years ago.

Have you recently been acting in charge of the Northern Preventive Line?—Yes. I had charge of it for a year-and-a-half. I entered the Department as an Inspector on the Northern frontier, and rose to be Supernumerary Assistant Collector. I served for three years as Inspector. As Inspector I had charge of a beat of about fifteen or sixteen miles long, and of about forty-five sepoys and a certain number of Amaldars, and it was my duty to see that these men turned out on night and day duty, also I had to visit the peons, and see that they were doing their work. In the months of April, May and June, the heat is very great indeed at Khárághoda. Last year the thermometer in my house went up to 123°.

As Assistant Collector, what were your duties?—To travel over the whole length of the frontier, testing the work of the Inspectors under me, visiting their beats by night and day, and inspecting their offices.

Is Khárághoda situated in the desert?—The Salt works themselves are on the line and protected on all sides by choukis.

The officer in charge there would have very little society?—The Assistant in charge of the works and the Assistant in charge of Khárághoda have their head-quarters there, but otherwise there is no society. Ahmedabad is the nearest station. There is a railway about sixty miles away.

Is there an Assistant always stationed at these works?—At head-quarters, yes. The Assistant Collector at Khárághoda occasionally has to visit depôts on the line, but as a rule he is not away from head-quarters for more than fifteen or sixteen days at a time. The Assistant Collector in charge of the frontier is not away from head-quarters for more than eight months in the year, during which time he is on tour.

Have you had any Native Inspectors working with you on the Preventive line?—Yes; a Mussulman and two Parsis.

How did they do their work?—It is not the sort of work, I think, Natives like. When you have to go out on night duty, you have sometimes to turn out in the winter at any odd time so as to see that the sepoys are on duty and working properly. My experience is that Natives dislike this night work and long journeys on horseback. An Inspector may be called upon to ride forty or fifty miles. He may also have encounters with opium smugglers. We have two Eurasian Inspectors; they are working very well indeed; as also is one Parsi gentleman who had served the Government efficiently and made a name as a good detective officer before he came to us.

The Hon. Khan Bahadur *Kazi Shahbudin.*

Do you often have encounters with smugglers?—Not serious encounters, but you often have to arrest men. We have had encounters in which a smuggler has been shot. They sometimes attack our men.

What is the extent of your charge?—When I was in charge, the frontier line extended over nearly two hundred miles, from a place called Masari, on the borders of Marwar, on the north, and to the south as far as Cambay. My duties were to move camp every three days and visit each Inspector's beat, take him out with me on the line or go out at odd times myself and see whether his men were at their posts. We have a line to guard and we catch smugglers crossing that line. We do not go out of the way to catch them. The line is easy to cross, and we have sepoys there whose duty it is to prevent any one from crossing. We have not to deal with an astute class of smugglers; they cross by the roads and it is our duty to watch those roads.

Are there any instances of desperate characters carrying opium on camels?—In one case a sowar was riding alongside of a camel driver, and challenged the driver to stop, the driver refused to do so and hit him on the head with a *lathi*; also a sepoy on another occasion challenged in the dark a man whom he thought to be a smuggler; the man would not stop, and an affray occurred, during which a gun went off, and a man was shot. Another reason why I think Inspectors should be Europeans is that they are left entirely to themselves for eleven months in a year, and you have to depend entirely on their word or their diaries for particulars of what happens during that period.

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W H McCann, Esq.

Witness No. IV.—22*nd July* 1887.

Examination of W. H. McCann, Esq., Superintendent, Coast Guard Service.

The *President.*

I entered the Salt Department in 1874. I had for some years previously been Superintendent of the Government Flotilla in connection with the fort reclamation work, and previous to that had been an officer in the Mercantile Marine.

What is the extent of your present charge?—We have about 50 Coast Guard boats, including several large-sized Preventive barges stationed at various harbours for the purpose of checking weighments of salt. I have also under my charge all the lights and coast buoys from Bombay southward as far as Canara. The lights are under the Port Trust and I have to visit them from time to time. I have also to visit my boat stations and see that the boats are in proper repair and the crews in a proper state of discipline.

Could the duties of your office be discharged by a Native?—I do not see how they could very well be. It is not the kind of work Natives generally care for. In fact, we find it difficult to recruit our officers from Natives. With the exception of two Parsi Coast Guard officers in the Northern Division, I do not think we have any Natives in the service. We have some Eurasian officers.

From what class are the bulk of your service recruited?—Officers in the Mercantile Marine possessing certificates of not lower grade than that of Second Officers. Some possess Masters' certificates. The Preventive service is distinct from ours. In the Coast Guard service each officer has a boat under his charge and a crew of from ten to fifteen men, and he is responsible for the laying down of buoys and taking them up before and after the fixing of their positions. The crews do not do patrol service except occasionally in company with an officer, when they patrol the bunders to see that the establishments are in efficient order. The Inspectors have also direct charge of Light-house establishments, and they also measure Native craft before the issue of licenses and prevent the carriage of excess passengers under the Passenger Shipping Act both by steamers and Native craft.

In point of fact you are Port officers, Coast Surveyors, Coast Guards and Light-house keepers?—Yes. We are also sometimes placed in charge of the temporary erection of bunder lights. The Inspectors are found useful, by reason of their nautical experience, in fixing the position of bunder lights.

Witness No. V.—22*nd July* 1887.

J. Bocarro, Esq.

Examination of Joseph Bocarro, Esq., Representative of an East Indian Association.

The *President.*

What do you desire to say in regard to the present inquiry?—Some of the appointments of Assistant Collectors in the Salt and other Departments under the Commissioner of Customs, Salt, Opium and Abkári might be conferred on such of the members of the East Indian community as have rendered services, approved by the Departments in which they are employed, and possess merit and ability. Of the eleven Assistant Collectors now in the Salt Department, and whose salaries range from Rs. 200 to Rs. 800, nine are Europeans or Eurasians and two Parsis. There is also one Hindu Assistant on Rs. 300. Besides these, there are five Assistant Collectors in the Customs and Abkári Departments. With so many Assistantships under their patronage, Government could perhaps without difficulty arrange for at least one Assistant Collector being selected from East Indian candidates. Applications have hitherto been made by East Indians for Assistant Collectorships and other lower appointments, but without success, and as it is generally understood that practically the higher appointments in the Salt and other Departments under the Commissioner are only open to Europeans and Eurasians, with one or two exceptions, applications are not often made by East Indians. In all the Departments under the Commissioner, there are, so far as is known to the Association, only two or three East Indians holding subordinate appointments. If the appointments of Assistant Collectors are to be made from among outsiders, one of them at least, and a certain number of Inspectorships, might be specially given to East Indians. The members of this community are as well fitted for the appointments as Europeans or Eurasians. In this connection the Association which I represent desire me to state that the claims of the East Indian community may be considered to be deserving of special consideration on account of the approved military service rendered gratuitously by them in days gone by, and for which they received the special acknowledgments of Government in an Order of Council dated the 8th April 1806. This Order referred to the good services rendered by a Militia organised by the East Indians which garrisoned the forts of Bombay when the island was threatened by a French invasion. The Commandant of this Militia was rewarded with a British Knighthood.

Besides the appointments I have alluded to above, there are, I believe, two supernumerary Assistant Collectors, one Superintendent of the Coast Guard Service on Rs. 600, and seventeen Coast Guard Inspectors on salaries ranging from Rs. 60 to Rs. 250, seventeen Inspectors (including two Rissaldars) on the northern frontier. None of these, I believe, are held by East Indians. If, as is understood by the Association, it is considered expedient to employ Europeans and Eurasians only as Inspectors in the Salt Department so that they may be able to cope with the opposition which is offered in cases of smuggling, it can hardly be denied that East Indians possess the same qualifications and physique as Eurasians, and their habits and mode of living are precisely similar

The East Indians might, therefore, be declared to be eligible for these appointments in common with Europeans and Eurasians, to whom, it is

believed, the higher appointments in this Department are confined.

Are not members of your community recognised as Eurasians?—They ought to be, but they are not.

Have they not the same opportunities of obtaining employment?—They have not. Government officers do not consider them eligible for employment.

Can you give me an instance in which a Government officer has ever said to a person of your society "I cannot employ you because you are by race a Portuguese"?—They have not said it in so many words, but perhaps the names and the colour have something to do with it. The one class are distinctly foreign subjects and the other are British subjects. All we wish to urge on the attention of officers is that East Indians are British subjects.

Sittings at Poona.

Witness No. VI.—29*th July* 1887.

Examination of MADHAVRAO SOMJI, Esq., Native Assistant to the Collector of Salt Revenue. • *Madhavrao Somji, Esq.*

The *President*.

I entered the Department as Weighman on a salary of Rs. 4 in 1850. I was then a mere boy and was taught English by my father, who was a Havildar in the 10th Regiment, Native Infantry. I have risen through the several grades to my present position, where I draw Rs. 300 per mensem, besides tentage and travelling allowances.

In the controlling grades there are three Natives, but one of the appointments which they hold is to be abolished. I do not know why there are not more Natives in those grades. I believe Mr. Bellasis, who was Commissioner in 1864—1868, made some suggestion that only the sons of European gentlemen should be appointed to the gazetted appointments, but I do not know that Mr. Bellasis' suggestion was accepted.

I cannot say that Natives could hold the post of Assistant in the Northern Frontier, as references have to be made to the Residents of Native States and the Dewans. The Government work would not go on well. So also for the Coast Guard service special technical knowledge is required. The Goa Assistant Collector and the Assistant Collector in charge of Khárághoda Salt works should be Europeans. Some men would be required to take the places of these officers, and consequently about half the appointments might be held by Natives. I have no more to say.

BOMBAY.
Salt Department.

Section IV.—Written Evidence.

Bombay.

Salt.

Sec. IV.

C. B. Pritchard, Esq.

No. I.—Note by C. B. PRITCHARD, Esq., Bo.C.S., Acting Commissioner in Sind.

The prevalence of malpractices in the Salt Department led Government to determine in 1871 to place its management, previously held by the Commissioner of Customs along with that of the Customs and Opium Departments, in the hands of a separate officer. I was appointed Collector of Salt Revenue in that year, and from that time up to a few months ago I held continuous charge of the Department, except during absences on special duty and furlough. Since 1878, I have also held charge of the Customs, Opium and Abkári Departments.

2. When I joined the Salt Department it was manned entirely by Natives. The only Europeans employed were two Deputy Commissioners, four Assistant Commissioners and two Coast Guard Inspectors. Smuggling in many forms was rife. Boats were filled at the salt works twice and oftener under the same permit, salt in excess of the quantities for which duty had been paid was commonly issued from the works, and on the frontiers many instances in which the establishments had connived at the running of salt were brought to light. The chief defect in the administration lay in the absence of proper supervision over the subordinate establishments. To remedy this, Government in the first instance increased the number of European Assistants to ten, but I soon found that much closer and more constant European supervision was required both at the salt works and on the frontiers, and by degrees between 20 and 30 European and Eurasian Inspectors have been drafted into the Department. At the same time the strength and pay of the Native establishments have been largely increased, and an effective system of management has been introduced with the net result that anything like systematic smuggling has ceased to exist. I am confident that this result could not have been obtained without the aid of European Assistants and Inspectors, and I am equally confident that it will not be maintained if any material diminution is made now in the number of Europeans employed in any grade in the Department. The proportion of European to Native employés is very small. The Europeans number less than 40, the Natives about 5,000. The Europeans have not been allowed to absorb all the best paid appointments. There are only four Inspectors' appointments the pay of which exceeds that of Sarkarkuns' and Darogas' appointments (which are exclusively held by Natives), and of those four appointments two, and those the best paid of all, are held by Natives. Other Natives also are employed as Inspectors, but the majority of the appointments of this class are held by Europeans. The preventive cordons round the frontiers of Goa, Damaun and Habsan have been removed since Government obtained control over the salt works in those territories, and the only frontier now guarded is that running between Káthiawar and Gujarat and along the eastern shore of the Runn of Cutch. About three-fourths of the Inspectors patrolling this frontier are Europeans. The line runs for the greater part of its length along the border of a desert, where sweet water and supplies are scarce and the climate is most trying. Natives dislike the isolation and the hardships of the work on this line. I have tried many Natives there, but only three have remained for any length of time. The rest have either thrown up their appointments or proved failures in one way or another. One of the three exceptions, a Mahomedan, is among the best of the Inspectors on the line; the other two are moderately good, but would leave the frontier to-morrow if they were offered posts of nearly equal pay elsewhere. The Inspector in charge of the manufacture of salt at the Runn Works is graded with the Frontier Inspectors. He is a Mahomedan, his name heads the list of Inspectors, and his services for the work on which he is employed are simply invaluable. The Coast Guard Inspectors are mostly Europeans. A few Parsis are also employed and one or two of them have done well. All have to live on board their boats. This service is unpopular among Natives, and I have found it extremely difficult to meet with Natives competent for the work and willing to undertake it. I can only call to mind two or three instances during the last 15 years in which Natives have applied for appointments in the Coast Guard service. Other European Inspectors are placed in charge of some of the more important preventive stations at which consignments of salt removed from the salt works are examined and reweighed, and others cruise about the large salt works near Bombay from which salt is exported by sea and inspect the preventive stations and the Salt Police guards. My experience is that Europeans as a class are distinctly better qualified than Natives as a class for duties of this kind. It is necessary for the due collection of the revenue that discipline and strict attention to rules should be maintained among the Guards and Weigh-clerks employed at salt works, and Europeans are better disciplinarians than Natives. I have found that Natives cannot

always be depended on to punish or to report irregularities that come to their notice. Their kindly feelings and dislike to get others into trouble, and their dread of incurring the hostility of delinquent subordinates and their friends stand in their way. Europeans are not subject to these influences in the same degree as Natives. Irregularities if left unchecked are apt to grow quickly, and from the nature of things there will always be among the traders and brokers frequenting salt works individuals ready to pay subordinates for winking at irregularities, as well as men ready to take advantage of any carelessness or weakness on their part. The crews of salt boats are an unruly set of men and the Native officers are often glad to have a European at hand to keep them in order. I do not intend by these remarks to attack the general honesty of the Native subordinates in the Salt Department. I believe that Natives if well looked after are just as honest as Europeans, under like circumstances,—but I do maintain that the proviso is an all important factor in this proposition, and that the only effective means of keeping things straight among the small army of lowly-paid weigh-clerks and guards in the midst of the temptations and influences to which they are exposed lies in the employment of a supervising agency that can be depended on to detect irregularities committed and to bring delinquents to punishment. It is to the interest of the general body of tax-payers that the most efficient supervision obtainable be employed for this purpose. In the last year for which I have returns the salt revenue collected in Bombay exceeded 184 lakhs of rupees, realized on over 9 millions of maunds of salt weighed out from the works. An average error in these weighments of one per cent. in favor of the trade entails a loss of revenue amounting to nearly 2 lakhs of rupees, and if 2 lakhs, or any greater or less amount of revenue, is let slip, the loss will have to be made good by the public by the payment of taxation in some other shape, so long as the State expenditure is equal to its income. I know that it is exceedingly difficult with good supervision to keep the average weighment error at the works within one per cent.; if supervision be relaxed, the error will soon grow to 5 per cent. and more.

3. To sum up, I think that the infusion of Europeans among the multitude of Natives employed in the subordinate branches of the Salt Department is necessary in order to give the establishment stiffness and backbone, and to provide the best machinery available for effective supervision. I would not appropriate to Natives or to Europeans any particular classes of appointments, but would employ men of both races indiscriminately in the places for which individually they may show aptitude. I do not think that the Executive Head of the Department should be fettered as to the number of Europeans he should employ, or in the matter of his choice of men to fill particular appointments, beyond a general order that he should not employ a European in any post for which he may be able to select a competent Native,—or, if considered necessary, he might be directed to report his reasons for the information of Government whenever he may proceed to enlist a European in the Department. I think that men of pure European descent as a class possess more energy than those of mixed race, and on that account may be expected to make better Inspectors, but I have known many excellent Eurasian Inspectors, and would not place them as a class under any disability.

4. Next, as regards the recruitment of the Superior appointments in the Salt Department. The work of the Collector differs greatly from that of Land Revenue Collectors, so that it is desirable that the officer selected for the post should be one who is likely to hold it for some time. He should be a man of active habits, with some resource and power of command. He has to rule a force numbering some thousands of men, and besides arranging for the due collection of the Government revenue he has to consider and meet in a liberal spirit the requirements of the salt trade. His Assistants should be practical men of active habits and fond of out-door work. Their most important duties lie outside of their offices in and about the salt works. They are required to visit salt works frequently in the heat of the day and most frequently at the hottest time of the year when the establishments and manufacturers are in full work, and to go rounds at night-time besides. They must see with their own eyes that their subordinates conduct their duties properly and that the Departmental rules and orders are strictly observed. The average educated Native has no taste for work of this kind. His tastes incline rather to court and office work, and when placed in a post of authority he is apt to act on the assumption that his own proper business is confined to the issue of orders and that it is the business of others to carry them out. Employment in the Salt and Customs Departments is not popular among the University graduates who are clamorous for advancement in the public service. I am not aware of any instance in which a Deputy Collector of Land Revenue, or a man who expects to rise to a gazetted appointment in that line, has asked for an appointment in the Customs or Salt Department. Of the three * Natives who have been appointed Assistant Collectors in my time one is an excellent officer, but both the others are dissatisfied and are anxious to obtain employment elsewhere and I should not regret their transfer. Several of the European Assistants appointed since 1880 are men who had been found wanting in other Departments and professions and the result of their appointment is that the Department has lost in efficiency. Now that on the recommendation of the Finance Committee the number of Superior appointments in the Salt Department has been reduced by two, it is more than ever necessary that all the Assistant Collectors should be thoroughly efficient officers. I am strongly of opinion that the practice of the Northern India Salt Department should be followed in Bombay, and that, as a rule, Assistant Collectors of Salt Revenue and of Customs should be promoted from among the members of the subordinate branches of the service. There is a large field and plenty of good material to select from in both Departments. Many Indian officers' sons who

* One Assistant Collector of Customs and two Assistant Collectors of Salt Revenue.

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have received a good education in England have been glad in these hard times to join as Inspector on Rs. 100 a month, and there are some very competent men among them, as well as among the Inspectors who have not had the same advantages in respect of education. I think too that there is a much better chance of selecting Natives competent for the post of Assistant Collector inside the Departments than outside of them. There are three Assistant Collectors' appointments in the Bombay Custom-house. For these appointments I think that Europeans and Natives might be selected in turn. The great majority of the appointments of Assistant to the Collector of Salt Revenue should be held by Europeans, but I would admit occasionally Natives who may have shown capacity for the particular kind of work that they will be called on to perform.

5. The post of Collector of Customs at Bombay should, I think, be held by a Covenanted Civilian. The Customs Collectors at all the out-ports are Natives, and the Customs procedure for the whole Presidency is set in the Bombay Custom-house. The Collector of Customs has also to hold his own in matters of Government interest with the Bombay Port Trust, which is a powerful corporation, and the majority of its members are Europeans. He has also to deal constantly with important commercial interests, of which European firms own by far the larger share. The Preventive Service is manned almost entirely by Europeans and Eurasians, but some of the shore appointments are held by Natives. I see no objection to the admission of a larger number of Natives to this service, if men can be found competent and willing to do the work. So far as my experience goes Natives do not hanker after employment in the Preventive Service.

F. A. Hill, Esq.

No. II.—Note by F. A. HILL, Esq., Assistant Collector of Salt Revenue, Kárwar, North Canara.

I think that previous to considering what classes are best fitted for the various posts, it will be well to inquire into the organization of the Department and see whether it is likely or not hereafter to meet with some alteration.

The Department as now constituted consists of a Commissioner, Collector, 2 Deputy Collectors, 10 Assistant Collectors, 2 Supernumerary Assistant Collectors and 1 Native Assistant Collector.

Previous to the year 1882 the Head of the Department was the Collector; and it is only lately that a second Deputy Collector has been appointed. Before 1872 I believe that the Collector of Customs in Bombay (then called Commissioner) had control of the Salt Department. There was therefore no Special Collector of Salt Revenue.

The appointment of extra controlling officers has, as may be imagined, considerably deducted from the responsibility formerly exercised by Assistant Collectors; add to this the loss of work consequent on the abolition of the import duties in 1882, and it will be apparent that Assistants have now very much less work and responsibility than was formerly on their shoulders. The work at present is, in my opinion, not of that nature which should be entrusted to, or expected from, officers in the position of Assistant Collectors.

It should first be borne in mind that Assistant Collectors are in their range all the year round (travelling for 7 months), and are the only officers who have a chance of becoming acquainted with every office, Karkun, Sepoy, and the district generally. The Collector or Deputy Collector can only occasionally visit one or two of the most important places in a range.

It may be assumed therefore that the Assistant is better acquainted with the officers and what goes on in his range than any one else can be; add to this the fact that he is an educated man (or at any rate is supposed to be) and draws a fairly good salary, and it will be patent that he should be entrusted with the major portion of the internal working of his range, or such men should not be entertained.

The following duties for instance now in the hands of the Deputy Collector should be entrusted to Assistants:—

(*a*) Sanctioning all petty bills for travelling allowance and batta of Karkuns and menials, conveyance of treasure, oil, bearing postage, &c.
(*b*) Transfer of Karkuns in the range.
(*c*) Appointment of candidates to Karkun posts of Rs. 15.
(*d*) Promotion of Karkuns to Rs. 20.
(*e*) Promotion of Sepoys to posts of Naik Havildar, &c.
(*f*) Power to order the destruction of contraband salt and other articles seized in salt cases, or impose a fine of Rs. 25 (Act VII of 1873).

Assistants should also be Conservators of all the ports in their range, should have power to deal with articles seized under the Transport of Salt Act, and also to search for contraband salt without a warrant and to grant a warrant under section 15, Act VII of 1873, &c.

The absence of authority not unfrequently causes considerable loss and annoyance to traders and others, and occasionally loss to Government. As nearly everything has to be submitted to the Deputy Collector or Collector, there is a delay of some five to ten days in dealing with any case, unless a supervising officer happens to be close at hand.

At present a considerable portion of the Assistant Collector's work consists of submitting bills and other correspondence from the Taluka officers to the Deputy Collector and *vice versâ*; this is especially applicable for the monsoon months. During the fine weather the Assistant visits all the ports in his range, and with the help of his clerks examines the records, dead-stock articles, &c., in each office. This work is heaviest at the head-quarter station of each Taluka, but here again the examination is conducted by either the Collector, Deputy Collector, Native Assistant, or all of them, when they happen to visit the range. In the salt manufacturing season the Assistant visits the salt works and superintends some of the weighments, tests the scales, &c. It will be seen from what has gone before that the Assistant has little power over the internal management of his district; he is also quite powerless to effectively deal with cases of illicit salt manufacture or smuggling.

The Assistant naturally, when he sees that the performance of a certain duty is necessary, brings the matter as forcibly as he can before the Deputy Collector or Collector, but it is hard in some instances to explain a thing distinctly to a controlling officer who happens to be unacquainted with the part of the district or people whom it concerns.

Simple matters might be successfully disposed of on the spot, when volumes of correspondence would only tend to make them more complicated and ambiguous.

I now come to the question as to what classes are best suited for gazetted appointments in the Department.

If the Assistant Collector's work is to remain as it is, I think that any British-born subject, whether European or Native, should be admitted, and that they should be recruited from the superior non-gazetted officers serving in the Department; by these means men of experience and well versed in accounts could be obtained, in fact practical men. The pay, however, should be reduced from what it now is, as I do not think the work demands the services of a highly-paid officer.

If Assistant Collectors are given more control over their range (in my opinion a proper and economical move) there would be no necessity for more than one Controlling officer. The Department might be made very similar to the District Police. In this case the Assistants should be recruited from a higher class. There are few Natives who are not prejudiced in favor of their own caste, and I think they would not prove to be so good and impartial administrators as Europeans, still I would not recommend that they be altogether excluded; they might be appointed in the proportion of one to every two Europeans. Natives are good accountants. Endeavors should be made to obtain Natives of other castes as well as Parsis and Brahmans. The appointed candidate should be of good birth and education, and as a proof of the latter, might be required to pass an entrance examination. The candidate should then be on probation for two years, during which time he might be attached to the Controlling officer's establishment for one year, and then to that of two senior Assistants. During his probationship he should be required to pass in Departmental Accounts as well as in the other ordinary subjects; notes also should be made regarding his character and aptitude for general administration.

If at the end of two years he should be considered unfit for the position of Assistant Collector, he might be offered a post in the superior branch of non-gazetted officers.

Non-gazetted officers of marked ability and qualifications should be eligible in certain cases for promotion to Assistant Collectorships.

A Department composed entirely of Natives would not be popular, nor would it attract the best class of men.

I should mention here that I have been fifteen years in the country, seven of which I spent in the mercantile line in Bombay, frequently visiting Gujarat and the Berars. Twice I served in the Commissariat during the Affghan and Egyptian wars, and for over six years I have been in the Salt Department. I have had opportunities of meeting and dealing with Natives of all castes and have endeavoured in the above to give a fair and impartial opinion.

PROCEEDINGS

OF

THE SUB-COMMITTEE,

PUBLIC SERVICE COMMISSION.

MADRAS.
Salt.

Section I.—Note by the Sub-Committee.

Madras. — Salt. — Section I.

Prior to 1805 the average yearly revenue derived from Salt in the Madras Presidency amounted to about R2,80,000. This was derived from the farm of salt-pans, the property of the State, the Government share of the produce of pans belonging to private owners, and transit duties collected at certain revenue posts.*

By Regulations I of 1805 and II of 1807 the manufacture and sale of Salt were created a Government monopoly and placed under the immediate control of a General Agent. In 1808 the appointment of an officer as General Agent was discontinued; and the administration was left to the Collectors of districts and their Head Assistants in direct subordination to the Board of Revenue.

In 1852 the Court of Directors suggested the appointment of a special officer to administer the Salt and Abkári Revenue, but the Government and Board of Revenue considered that it was more necessary to secure a better paid subordinate establishment and to appoint two Special Uncovenanted Assistants to aid the Collectors in Salt work. In 1852 a Special Uncovenanted Assistant was appointed for Salt duties in Madras, and in and subsequently to 1860 a Special Deputy Collector was appointed to each district in which the supervision of the Salt Revenue entailed special duties on the Collector.

In 1860 the Board of Revenue proposed the appointment of an Inspector General whose duties were to be limited to inspections, the executive control remaining with the Collectors. This proposal was at first viewed favorably by the Government, but on the reorganization of the Subordinate Service, to be presently noticed, the creation of the appointment was deemed unnecessary, and it was suggested that the administrative charge of the Salt Revenue should be placed in the hands of one Member of the Board of Revenue who could dispose of all executive matters, reserving questions of principle for discussion by the full Board.†

The revision of the subordinate establishments was undertaken by Mr. Pelly, a Member of the Board. His proposals were sanctioned by the Government of India in 1863, and the scheme then introduced remained in force until the Department was again reorganized in 1877.‡ As a general rule each group of pans or salt works with a sale depôt attached to it constituted a salt "station;" and one, two or three such stations a "Division." Each Division was placed under the charge of a Superintendent with one or more Assistants and an establishment of clerks, weighmen, peons and a cashier. In some districts there was no sale depôt at the pans, and salt was conveyed to a depôt at a distance. The salaries of Superintendents ranged from R50 to R125; the Superintendent of the Sale depôt at Madras received R200. The Assistant Superintendents received salaries ranging from R15 to R35. The Superintendents were responsible for the manufacture of salt, its weighment, storage and sale and the maintenance of proper records and accounts. The executive charge of the operations of the Department in each district was committed to the Salt Deputy Collector subject to the control of the Collector. The Salt Deputy Collectors were brought in from other Departments, *e.g.*, Tahsildarships or Inspectorships of Police, and when first appointed, had received no training in Salt work. Their salaries depended on their position in the Uncovenanted Service.§

The Deputy Collector issued orders for commencing or closing manufacture, regarding the transfers of, or grant of leave to, officers above the grade of peon, and regarding experi-

* Report of the Madras Salt Commission, 1876, Page 4.
† *Ib.*, Page 9. ‡ *Ib.*, Page 10. § *Ib.*, Pages 76, 77.

ments for the production of good Salt or the mode of manufacture; he authorized the rejection and destruction of manufactured Salt, made temporary arrangements for the cultivation of pans left waste by holders, and obtained orders from the Collector sanctioning the preparation of new pans and the assignment of old pans to new holders. The Collector was required, after the Salt had been stored, to test in each year, either in person or by an officer specially deputed, a few heaps in each Division and in any case to visit the pans once in every year. He was specially directed to see that good Salt was made and received, that the storage was correctly effected, that the heaps were well covered and protected, that accounts were properly kept, that the *kudivaram* was fully and regularly paid, that the roads and approaches were in good condition, and that regularity, order and discipline were maintained.

In 1871 an Act was passed by the Legislative Council of Madras authorizing the introduction of the Excise system in connection with the Salt Revenue, but no steps were at the time taken to introduce it.

In 1876, in consequence of the representations of Mr. Falk, President of the Salt Chamber of Commerce at Northwich, an inquiry was directed and a Commission appointed to inquire into the Salt administration in the Presidency. The Commission reported (*inter alia*) that the supervision of the Board of Revenue was of a very general kind and did not effectively extend to general details, and that in consequence unity in administration was wanting, that each Collector administered the Salt Department in his district almost independently of, and in rivalry with, his neighbours and to the detriment of the revenue; that the instructions issued to Collectors were excellent, but that they were never carried out in practice; that it was impossible for Collectors to carry them out without neglecting their other duties; and that the establishments were neither sufficiently strong nor sufficiently well paid to secure efficiency. The Commission consequently recommended that Collectors should be relieved of the control of the Salt Revenue, and that its management should be committed to a Department under a separate head and of which the officers constituted a distinct branch of the public service. The Commission suggested that the appointments should rest, subject to the approval of Government, with the head of the Department. It was intimated that the object aimed at should be to secure a class of officers thoroughly trustworthy, of sound physique and of a character fitted to command respect and enforce discipline among their subordinates, and that to attain this a higher scale of pay would probably be necessary. It was also pointed out that the chief of the Department would need one or two officers as his immediate Assistants or Deputies.*

In a separate minute the President, Mr. C. B. Pritchard, recorded his opinion that necessity existed for the larger employment of Europeans in the Department. He observed that almost all the Deputy Collectors and all the Superintendents were Natives; and he expressed his conviction that with their assistance alone the Collector would not be able to put down fraud or over-storage or illicit manufacture. He asserted that it was the experience of the Bombay Salt Department that for the suppression of fraud and abuses, and for the strict and efficient enforcement of the regulations necessary for the proper management of Salt works, European supervision was essential. He insisted that Native subordinates worked much better and more honestly when they were immediately supervised by European officers than when their superiors belonged to the same caste and class as themselves.†

In regard to the substitution of the Excise system for Government manufacture the Commissioners (Mr. Venkaswami Rao dissenting) considered that the Excise system was likely to prove injurious to the interests neither of the consumers of salt nor of the public revenue, and anticipated that it was likely to bring about an improvement in the quality of salt. They consequently recommended its introduction.‡

In consequence of this recommendation the Excise system was adopted, and in the year 1886-87 was in operation in forty factories, while the manufacture of Salt by the Government or on its behalf had, except at a few factories, been abandoned, but the advantages expected from it have not been realized. The consumer has had to pay higher prices for a salt of which the quality shows little or no improvement and which is decidedly inferior to that now manufactured on Government account.§

In pursuance of the Report of the Commission, a Commissioner of Salt was appointed with orders to organize a separate service. Before giving details of the existing staff of the Department some particulars may be mentioned respecting the area in which its operations are conducted, its organization and the duties with which it is charged.

The Salt works in the Madras Presidency are scattered over a coast line of upwards of 1,000 miles in extent, and to this must be added the Province of Orissa, which for the administration of the Salt Revenue has been placed under the Madras Department. The salt is principally obtained by the evaporation of sea water which is conveyed by channels into shallow pans from backwaters and in some places directly from the sea or is pumped up from brine wells. Salt is also obtained to a less extent from salt swamps, and in many districts of the Presidency it is obtained without difficulty by the lixiviation of saline soils. In the year 1886-87, 2,434 factories were worked for the manufacture of crude saltpetre and 45 refineries. Salt is supplied free of duty for manufacturing purposes, and is sold at cost price

* Report of the Madras Salt Commission, 1876, Pages 78, 79. † *Ib.*, Page 247. ‡ *Ib.*, Page 202.
§ Report of the Salt Department for 1886-87, Pages 13 and 36.

varying from 6 annas to 12 annas a maund for fish-curing. The development in this industry is shown by the following table:—

	Weight of fish cured.		
	1884-85.	1885-86.	1886-87.
Maunds	547,386	745,793	826,804
Equivalent to tons.	20,108	27,396	30,373

The total number of yards open at the end of the year 1886-87 was 142.

The duties of the Department in connection with salt are to supervise the manufacture and sale of salt (so far as that manufacture is carried on on behalf of Government), to prevent the illicit manufacture or collection of salt, to issue licenses for the manufacture of Excise salt, to collect the duty on such salt, to watch that no salt is conveyed from Excise works without payment of duty, and to prevent fraud in connection with salt educed in the manufacture of saltpetre or employed in fish-curing and other industries. The Department has also since the enactment of Act I of 1886 been charged with the protection of the Abkári Revenue.

The revenue actually collected on Salt by the Department amounted in 1878-79 to R1,46,32,145, and in 1886-87 to R1,37,58,758, but the whole revenue realized on salt consumed in the Presidency, including that realized in Bombay and Goa, amounted to R1,58,79,338 in 1878-79 and to R1,59,56,850 in 1886-87.

The area of the operations of the Department is divided into Circles which are placed under the charge of Inspectors—these circles vary greatly in extent according to the nature of the duty to be discharged in a circle—in some the duties are purely preventive, in others manufacture may be carried on at a group of factories and either on Government or private account, and some may comprise ports at which salt might be imported. The Inspector is assisted by Assistant and Sub-Inspectors and peons. Assistant Inspectors are placed in charge of Excise factories. A group of five or more circles constitutes a Division which is placed in charge of an Assistant Commissioner. There are nine Divisions which are divided into three Sections, each Section being placed in charge of a Deputy Commissioner. The Northern Section comprises the Divisions of Balasore, Chatrapur, Chicacole and Masulipatam. The Central Section comprises the Nellore, Chingleput and Arcot Divisions. The Southern Section comprises the Negapatam, Tinnevelly and Coimbatore Divisions. It must be understood that these Divisions do not embrace only the districts from which they take their name, for instance, the Calicut Division includes not only the districts of North and South Malabar, but Canara, Coimbatore and the Nilgiris. Similarly the Arcot Division includes the districts of Bellary, Kurnool, Anantapur, Cuddapah and Salem as well as the districts of North and South Arcot.

The Commissioner for Salt and Abkári has, under recent arrangements, been constituted a Member of the Board of Revenue. The salary of the appointment is R3,000. It is held by, and in future is to be reserved for, a Covenanted Civilian.

The officer second in rank in the Department is the Secretary who receives R1,500—1,800; this appointment is also held by a Covenanted Civilian. An Assistant Secretary on R500 is appointed from the gazetted officers of the Department. The present incumbent is a Eurasian. The gazetted officers in addition to those mentioned are the Deputy and Assistant Commissioners and Inspectors.

There are three Deputy Commissioners on salaries of R1,200—1,400.

The sanctioned scale provides for the appointment of 10 Assistant Commissioners, two in the 1st grade on R800, two in the 2nd grade on R700, three in the 3rd grade on R600, and three in the 4th grade on R500, but at the date of the return prepared for the Sub-Committee, there were no Assistant Commissioners in the 1st grade, and only two in the 3rd grade, while there were six in the 4th grade. One Assistant Commissioner of the 2nd grade is a Hindu, one of the 4th grade is a domiciled European, and another of the same grade is a Eurasian. The three Deputy Commissioners and seven remaining Assistant Commissioners are non-domiciled Europeans. Until recently one of the appointments of Deputy Commissioner has been held by a Covenanted Civilian. The sanctioned staff of Inspectors consists of eight appointments in the 1st grade on R400, twelve in the 2nd grade on R350, fifteen in the 3rd grade on R300, and twenty-one in the 4th grade on R250. There is also a grade of Probationary Inspectors on R200, the number of Probationers being apparently regulated by the number of probable vacancies in the superior grades. The return furnished by the Acting Secretary on August 11th, 1887, and which purports to show the number of officers actually employed, exhibits three Inspectors in the 1st grade, one European, one domiciled European and one Eurasian; nine Inspectors in the 2nd grade, of whom four are Europeans and five domiciled Europeans; five Inspectors in the 3rd grade, of whom one is a European, three are Eurasians and one is a Hindu; and twenty-four Inspectors in the 4th grade, of whom ten are Europeans, three are domiciled Europeans, five are Eurasians, five are Hindus, and one is a Mahomedan. The same return shows five Probationary Inspectors, of whom one is a European and four are Eurasians.

Excepting Clerks and Accountants, the only non-gazetted officers of the Department who receive salaries of ₹100 and upwards, are the Assistant Inspectors. Of nineteen officers in the 1st grade of this class on ₹175, four are Europeans, five are domiciled Europeans, eight are Eurasians, one is a Hindu and one is a Mahomedan. Of thirty-five Assistant Inspectors in the 2nd grade on ₹150, six are Europeans, seven are domiciled Europeans, thirteen are Eurasians, eight are Hindus and one is a Native Christian. Of twenty-three Assistant Inspectors in the 3rd grade on ₹125, eight are Europeans, five are domiciled Europeans, four are Eurasians and six are Hindus.

It appears that of one hundred and thirty-nine appointments, forty-seven are held by non-domiciled Europeans, twenty-seven by domiciled Europeans, forty by Eurasians, twenty-two by Hindus, two by Mahomedans and one by a Native Christian, and that of ninety-two appointments held by Statutory Natives of India, fifty-nine are in the grades of Assistant Inspectors. There are five grades of Sub-Inspectors on salaries ranging from ₹50 to 70. The gazetted officers are appointed and promoted by the Government on the recommendation of the Commissioner; Assistant Inspectors are appointed and promoted by the Commissioner, as are also Sub-Inspecters, except those in the lowest grade who are appointed by the Deputy Commissioner.

The general rules respecting age and educational qualification for admission to the Uncovenanted Service apply to applicants in the Salt Department: thus no one can, except under the special orders of Government, be appointed who is over the age of 25 years, nor can any person be appointed unless he has passed the Middle School examination, or the Matriculation examination of an Indian University, together with the handwriting test at the Middle School examination, or some superior University examination. In addition departmental examinations are prescribed which must be passed by Inspectors and Assistant Inspectors within a certain period after appointment, but no rules apparently exist prescribing educational qualification for Assistant Commissioners, or requiring them to pass any departmental tests. It is, however, understood that although on the reorganization of the Department it was necessary to appoint to the superior grades men of advanced age, admission to the Department will hereafter be confined to young men who will receive their training in the Inspector grades. The Departmental tests are five in number. Test A, Criminal Law, embraces the Indian Penal Code, Evidence Act and Criminal Procedure Code. Test B, Salt, comprises the Salt Laws and Rules passed thereunder, the Standing Orders of the Board of Revenue relating to Salt, and certain other orders so far as they are applicable to the Salt Department; the circular orders of the Commissioner of Salt Revenue and the practice of the Department in cases not specially provided for by Standing Circular Orders or by Rules; the Report of the Salt Commission 1876, Dr. Ratton's Handbook of Common Salt, and the manufacture and chemistry of saltpetre. Test C, Accounts, consists of the Financial Codes and the Civil Travelling Allowance Code, so far as they relate to Uncovenanted officers employed in the Department; the Civil Account Code, Chapters I—VI, X and XV, and the method of keeping the accounts and rendering the returns in use in the Salt Department. Test D, Engineering, embraces surveying, mensuration of planes and solids, and the preparation of plans and estimates for the construction and repair of roads, offices, peons' lines, &c., embankments and channels. Test E, Linguistic, is intended to ascertain an officer's ability to converse generally in a vernacular language spoken in the Madras Presidency other than Hindustani, to read an *arzi* badly written in a difficult hand and badly spelt, and to write an order in the vernacular. All officers above the rank of Sub-Inspectors are also required to pass in English unless they are specially exempted by order of Government.

There are two grades in all tests other than Test E, Linguistic. Unless they are exempted, Inspectors must, before confirmation in their appointments, pass the examination in the higher grade in Tests A, B, C and D, and in two languages under Test E within the following periods:—Tests B and C at the first opportunity after one year's service; Test A at the first opportunity after two years' service; Test D at the first opportunity after three years' service; Test E in the language of the district in which the officer is employed at the first opportunity after 18 months' service, and in a second language at the first opportunity after two years' service from the date of passing in the first language, if not less than 12 months of the interval have been passed in employment in the district of which the second language is a vernacular. Assistant Inspectors are required to pass the examination in the lower grade in Tests A, B, C and D, and in one language under Test E before they are promoted to or confirmed in the 1st grade of their class, and they are not eligible, as a rule, for promotion to the Inspector grade, until they have passed the examinations prescribed for Inspectors. Hitherto the rules requiring Inspectors and other officers to pass departmental tests have not been enforced with stringency, because in the reconstitution of the Department it was necessary to allow time for qualifying. Some officers have been exempted owing to their age or to their having already passed similar tests in other Departments.

The Leave, Pension and Furlough Rules applicable to the Uncovenanted officers in the Salt Department are those prescribed for the Uncovenanted Service generally.

In 1886 the Government consulted the Board of Revenue, on a reference made by the Finance Committee, regarding the rates of pay to be adopted for appointments in certain Departments when they are held by Natives of India, and the Board of Revenue took the opinion of the Acting Commissioner of Salt and Abkári Revenue on the question. The Acting Commissioner replied that no necessity existed for any alternative scale of pay in the Salt Department,

because Natives of India should not, in his judgment, be considered eligible for appointments above the grade of Inspectors, and because the salaries offered in that grade and in the grades below it were not more than were sufficient to induce Natives of sufficient education to take service, while the prospects of promotion were not promising and the work was arduous and necessitated larger expenditure than was incurred by officers in other Departments: he also pointed out that, if a Native or Eurasian should at any time be promoted to the Assistant Commissioner class, the two-thirds rule could not be applied as the pay of a Fourth grade Assistant Commissioner reduced by one-third would be less than that of a First grade Inspector. He, therefore, proposed that if Natives or Eurasians were appointed to the grade of Assistant Commissioner, their salaries in the lowest grade should be ₹450 instead of ₹500, and that the increment of pay in each grade should be ₹50 instead of ₹100. He, however, considered that this reduction of emoluments should not be applicable to domiciled Europeans. The Board of Revenue considered that no difference should be made in the pay of appointments carrying salaries not exceeding ₹200, having regard to the class of officers whom it was necessary to attract to the service; but for all appointments carrying salaries above that sum they considered that a reduced scale of pay might be adopted when the incumbents were Natives or Eurasians, and they proposed the following:—

	Present Pay.	Proposed Pay for Natives and Eurasians.
	₹	₹
Inspectors	250	240
	300	270
	350	300
	400	340
Assistant Commissioners	500	400
	600	470
	700	540
	800	600

The subjects of the special examinations which Inspectors are required to pass indicate the technical requirements for efficient service in the Department, to which must be added, since the Department has been charged with the administration of the Abkári Revenue, the laws and rules relating to Abkári and some knowledge of the chemistry of distilled spirits. It is also necessary that officers should possess some general education, activity, energy, ability to command subordinates, and good physique. With regard to the qualification of the several races who seek employment in the Department, the Acting Commissioner states that it is the policy to appoint to the grades of Deputy and Assistant Commissioners only European gentlemen educated in Europe, because it is essential that officers of those grades should be men who have received the best possible education, of active habits and fitted by their training to govern a large number of subordinates and enforce discipline; and these qualities he considers to be rarely found among those who have not received a European education. He further states that, in order to recruit these grades, there must also always be a certain proportion of Europeans who are not Statutory Natives in the lower grades. He maintains that in the Madras Presidency educated Natives are not accustomed to an active out-of-door life and cannot stand the exposure which such a life entails; that they evince a distaste for riding—an accomplishment which is absolutely necessary for the proper performance of the duties of a Preventive or Inspecting officer; that they do not, as a rule, attach sufficient importance to order and smartness, and that they lack firmness. He admits that some of the Native Inspectors and Assistant Inspectors have done, and are doing, very good work, and he thinks it probable that Natives who have received a training in the lower grades and become accustomed to exposure and hard work as well as to habits of discipline will prove efficient when they reach the higher grades. He considers that Europeans and Eurasians are most suited for the posts of Inspectors and Assistant Inspectors, and that for the grade of Sub-Inspectors Natives recruited from the classes more accustomed to out-door work are well adapted. He adds that Europeans are only posted to the Sub-Inspectors' grades temporarily in order to give them a footing in the Department during the period of probation required to ascertain their fitness for permanent employment.

The Salt Department is one of those exempted from the operation of the rule prohibiting the appointment of persons other than Natives of India to posts carrying salaries of ₹200 a month or upwards without the consent of the Secretary of State. In a letter No. 1599, dated June 13th, 1884, the Government of India invited the opinion of the Government of Madras on the question whether it was necessary to permit any longer the unrestricted employment of persons not being Statutory Natives of India in the Customs and Salt Departments, *i.e.*, whether these Departments might not be removed from the list of Departments excepted from the rule abovementioned. It was pointed out that it would by no means follow from this removal that Europeans not domiciled in India would be altogether excluded from service in these Departments, though they could not be appointed without the previous sanction of the Secretary of State. The Government forwarded the inquiry to the Board of Revenue, who called on Mr. Bliss, C.S., the Commissioner of Salt Revenue, for a report. Mr. Bliss replied that it was necessary to permit the unrestricted employment of Europeans in the Salt Department. He stated that he had experienced the greatest difficulty in obtaining officers for the force, and that he was still far from having overcome that difficulty, and that the withdrawal of the permission to employ suitable Europeans could not fail to affect seriously the efficiency of the Department. He mentioned that out of a total strength of 487 officers, upper subordinates, and clerks, drawing ₹100 a month and upwards, there were only seven whose duties did not

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involve constant hard work out of doors and exposure, both by day and night, and that, as there were few prospects of promotion for clerks except to an appointment involving out-of-door work, it was, generally speaking, only those educated Natives who were prepared and physically fit for out-door work who would join the Department even as clerks, and that the number of such men was small. He stated that, at that time, eighteen Graduates were employed in the Department; but that it would be long before he could rely on that class alone to furnish sufficient candidates of the requisite age and official experience to fill the better-paid posts of Inspectors and Assistant Inspectors, and when that time arrived he considered that it would be a question whether they would be able to stand the work. He expressed the opinion that generally they would be unable to do so, though he thought that some might who had been habituated by service in the Department to the hard work out of doors. He added that educated Natives would not enter the Department on the low salaries which represented the value of their services as untrained men.

He suggested that the Government of India argued from the knowledge of a very different class of men than that which was to be found in the Madras Presidency, and that, whatever might be the case elsewhere, educated Natives in that Presidency could not ride at all, nor could they walk or stand exposure as well as Europeans. He asserted that it was also a matter of general notoriety that educated Natives, as a rule, completely broke down under out-door work very soon after the age of forty-five, and very often much sooner. He mentioned that, at that time, there were two instances among the superior officers of the Department which supported this statement.

He stated that he drew a good many recruits from the classes of domiciled Europeans and Eurasians, but that they were not always nor altogether satisfactory: and that it too often happened that the domiciled European and the Eurasian had suffered in character from being brought up among low-caste native servants.

In the 6th paragraph of his letter Mr. Bliss maintained that, even if the supply of domiciled Europeans, Eurasians and Natives were sufficient to fill all the appointments of Inspectors and Assistant Inspectors, it would still be necessary to employ some non-domiciled Europeans to furnish materials for the Assistant Commissioner class. He stated that the average charge of an Assistant Commissioner comprised an area of about 17,000 square miles, and the command of a force of over 750 officers and men scattered over an immense area and not under the same control as they would be if concentrated at one station. Mr. Bliss felt sure that among the officials belonging to the classes of domiciled Europeans, Eurasians or Natives in the Madras Presidency, who would take the appointment of Assistant Commissioner, there were not half-a-dozen whom it would not be most unwise to entrust with such a charge. He declared that it was, in his opinion, essential that Assistant Commissioners should, as a rule, be European *gentlemen educated in Europe*. He professed that he had no prejudice in favor of any particular class, and desired only to get the best men for the work; and he looked only to fitness in the spirit of the Queen's Proclamation which, he submitted, was directly violated by any restrictions on the employment of duly qualified Europeans in the Salt or any other Department.

The Board of Revenue, in forwarding Mr. Bliss's letter to the Government of Madras, drew attention to his remarks in the 6th paragraph, with which they expressed their entire concurrence.

The Government of Madras, in a Resolution of September 22nd, 1884, No. 1062, Revenue, recorded its opinion as follows:—

"The Right Honorable the Governor in Council concurs in the views expressed by Mr. Bliss in regard to the officering of his Department, and observes that the reasons for which the Salt Department was originally excluded from the rule are still present, and that even in greater force, inasmuch as the work exacted from officers in the field under Mr. Bliss is more severe and calls for greater powers of physical endurance than was the case when the supervision of Salt operations vested in the ordinary District authorities. His Excellency is well aware of the difficulties experienced by Mr. Bliss in finding in Southern India suitable candidates for such employment, and would strongly deprecate any narrowing of the existing field of choice."

* * * * *

"So far from desiring further restriction, the Right Honorable the Governor in Council is of opinion that the restrictions already imposed are too sweeping in character, and would draw special attention to the remarks contained in paragraph 6 of Mr. Bliss's letter—remarks which have His Excellency's complete concurrence. While admitting the necessity of some restriction, His Excellency is of opinion that in every Department there should be a fair proportion of European officers, and that the existing rule, which has the effect of entirely excluding Europeans from employment in certain Departments of the Administration, should be modified accordingly."

Mr. Rajarathna Mudaliyar, Secretary to the Commissioner of Revenue Settlement, Land Records and Agriculture, who had also served as Personal Assistant to the Salt Commissioner, observed that the Secretary to the Commissioner of Salt and Abkári need not necessarily be a Covenanted Civilian, and that Natives, including Statutory Natives, should be eligible for appointment to the Salt Department. He thought that some Native Deputy Collectors are sufficiently qualified by physique and education to perform the duties of Assistant and Deputy Commissioners as well as those of Inspectors in the Department, and he advocated promotion

from the grade of Inspector to that of Assistant Commissioner. He admitted that the Salt Department is not an attractive one owing to the unpleasant nature of the work and the liability to transfer; also that it is well known that Natives of good education and Graduates will be entertained as Assistant Inspectors, if they possess the necessary qualifications in other respects.

Mr. Rundall, Deputy Commissioner of Salt and Abkári Revenue, thought that there are few Natives who could aspire to the appointment of Assistant Commissioner in the Salt Department, which requires very considerable departmental experience. He considered that few Natives are qualified for employment in the superior grades of the Department, and that, generally speaking, Inspectors in the Department are not well fitted for the performance of the duties of Assistant Commissioners. He pointed out that Europeans are more free from connections in the country and more independent than Natives. He laid considerable stress on the necessity for an English education in the case of superior officers of the Department, and he remarked that very few applications are received from Graduates for subordinate appointments.

Mr. Millett, Personal Assistant to the Commissioner of Salt and Abkári Revenue, saw no necessity for restricting the superior grades of the Department to Europeans educated in England, and advocated the promotion of selected Inspectors to be Assistant Commissioners. From the rank of Assistant Commissioner upwards he would regulate promotion by seniority and merit.

Mr. Ditmas, Assistant Commissioner of Salt and Abkári Revenue, did not think it necessary to restrict the recruitment of the upper grades of the Department to Europeans educated in Europe. He would allow men, if fit, to rise from the grade of Sub-Inspectors to the controlling grades, but he remarked that in the Department, as at present constituted, there are very few, if any, men in the lower grades who are qualified for the superior posts. He pointed out that one of the principal requisites for the post of Inspector is good physique.

Mr. P. Konan Menon, a Third grade Inspector of the Salt Department, considered that Natives are in many respects better qualified than any other class to fill the superior as well as the inferior grades of the Department owing to their intimate knowledge of the language and habits of the people, which facilitates the detection of smuggling. He contended that there is no unwillingness on the part of Graduates to enter the Department, and that they should be appointed Assistant Inspectors and gradually rise to the higher grades of Inspectors, Assistant Commissioners and finally Commissioner.

Mr. Vasudeva Naidu, a Fourth grade Inspector, observed that the higher grades of the Department should be open to Natives, amongst whom perfectly qualified men could readily be found. He complained of the discourtesy with which Native subordinates are treated by their immediate superiors, but he admitted that cases of discourteous treatment had not been brought to the notice of the head of the Department.

Mr. Subramaniya Aiyar, Editor of the *Hindu* newspaper, saw no reason why Natives should be excluded from the higher ranks of the Salt Department in favour of European gentlemen educated in Europe, and he complained that the Native subordinates are treated unfairly in regard to promotion. He pointed out that the grades of Inspectors and Assistant Inspectors, though not nominally closed to Natives, practically consist of European and Eurasian officers. He contended that there is no ground for stating that Europeans and Eurasians have hitherto done better work than Natives in the Salt Department. He also urged that, owing to their knowledge of the people, Natives are better fitted than Europeans for the post of Inspector, and he complained of the want of encouragement shown to the few Native officers now in the Department. Lastly, Mr. Subramaniya Aiyar advocated appointments to the Department being made by a system of competition amongst candidates possessing the necessary physical and intellectual qualifications, and he remarked that the existing system of appointments is based on a principle opposed to the Statute of 1833 and to the Royal Proclamation. In cross-examination he admitted that he was not aware of the fact that, owing to misconduct, certain Native Inspectors had been denied the promotion which they would otherwise have received.

Mr. Beeson, an Inspector, observed that he had found no difficulty in his dealings with the magistracy and other officials in connection with the management of his Circle, which is considered a very important one. He referred unfavorably to the behaviour of certain junior officers who had served under him in training for Inspectors.

Mr. Narayn Assami Chetti, a Vakil, considered that the Inspectors, Assistant Commissioners and Deputy Commissioners of the Salt Department should be recruited, if not from Natives who have not yet entered the public service, at least from Natives who have shown themselves qualified by service in the Police, Revenue, or Judicial Departments, or when practising at the Bar. He thought that the appointment of Commissioner of Salt Revenue might, for the present, be properly reserved for a Covenanted Civilian, and he had reason to believe that Natives had done good work in the Salt Department as Inspectors.

Mr. Merriman, Deputy Commissioner of Salt and Abkári Revenue, Northern Division, in a written communication, expressed an opinion that it would be well if the officer who may in future be appointed to the post of Secretary to the Salt Commissioner were first required to

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hold charge of a division for a few years. He expressed entire concurrence in the view that the appointments of Deputy and Assistant Commissioners in the Salt Department should be reserved, as a general rule, for European gentlemen educated in Europe, because men who fulfil this condition are the best men for the posts. He saw no objection to the promotion of Assistant Commissioners to be Deputy Commissioners, but he was strongly of opinion that the invidious system of allowing young English gentlemen to enter the Department by a side-door, as it were, with a view to their eventual promotion over the heads of many worthy and deserving officers, should cease as soon as practicable. In order to effect this object he urged that the officers should be selected and appointed in England. He thought that the Inspector class could be best recruited from Natives, Eurasians and domiciled Europeans, and he would only allow non-domiciled Europeans to serve as Inspectors so long as the Assistant Commissioner grade continues to be recruited from the former class. He would confine all appointments in the Sub-Inspector class to Natives except in the case of properly educated Eurasians and domiciled Europeans who might be taken on in the higher grades to learn their work with a view to their eventual promotion to the grade of Inspector, through the Assistant Inspector class. As regards Assistant Inspectors, Mr. Merriman thought that well educated Natives, Eurasians and domiciled Europeans, are all equally suitable, provided that as Sub-Inspectors they prove themselves intelligent and hard working.

Mr. Sneyd, Deputy Commissioner of Salt and Abkári Revenue, Central Division, thought that a Native would be fully competent to fill the position of Inspector in charge of a Circle, provided that he was originally appointed as a Sub-Inspector and required to work his way up through the grade of Sub-Inspector before being placed in such a responsible position. He held that Europeans and Eurasians are the best officers for Factory work and Natives for Preventive Circles, as, in the former case, common sense and physical endurance are the most important qualifications, and, in the latter, shrewdness and detective ability.

Mr. Rundall, Deputy Commissioner of Salt and Abkári Revenue, Southern Division, observed that the work of the Department is, as a rule, exceedingly severe and trying, and that experience has shown that the better educated of the Native officers are inferior to most of the Europeans and Eurasians in stamina, endurance and capacity to bear constant exposure. He considered that only a few exceptional Natives are likely to make really efficient Inspectors, inasmuch as most Natives lack the qualities requisite to ensure and enforce discipline and to secure obedience to their orders. He urged that it is essential to recruit Europeans and Eurasians in order to provide for vacancies in the grade of Inspectors, as Natives of proved capacity are limited in number.

MADRAS.
Salt Department.

Section II.—Information concerning the Salt Department, Madras.

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From H. E. STOKES, Esq., Acting Chief Secretary to the Government of Madras, to the President, Sub-Committee, Public Service Commission, dated Ootacamund, 5th August 1887, No. 1103, Public.

With reference to your letter No. 167, dated 17th March 1887, I am directed to forward the accompanying Proceedings of the Board of Revenue, No. 201, dated 22nd June 1887, furnishing the information required by you regarding the Salt Department in the Madras Presidency.

2. Copies of the papers referred to in paragraph 6 of the Board's Proceedings are herewith sent.

Proceedings of the Board of Revenue (Separate Revenue), dated 22nd June 1887, No. 201.

C. A. GALTON, Esq.

READ—again the following Proceedings of the Board of Revenue, dated 31st March 1887, Mis. No. 2353 :—

Read—the following G.O., dated 29th March 1887, Mis. No. 1947, Revenue.
Read—the following letter from F. C. DAUKES, Esq., Secretary to the Public Service Commission, to the Chief Secretary to the Government of Madras, dated Calcutta, 17th March 1887, No. 167 :—

With reference to the Resolution of the Government of India in the Home Department, No. 15—574-615, dated the 8th March 1887, appointing a Sub-Committee of the Public Service Commission for the purpose of inquiring into the admission of Natives of India and of Europeans to certain departments and branches of the Public Service, I am directed to request that, with the permission of His Excellency the Governor in Council, you will be good enough to furnish the Committee with full and detailed particulars under each of the following heads in regard to the Salt Department in the Madras Presidency :—

(1) the present regulations of the department as to admission to the various grades and ranks of which it is composed, and to promotion therein, or if no such regulations exist, a statement of the principles by which the departmental or other authority invested with the duty is guided in making first appointments to, or promotions in, the department ;
(2) the conditions of service in the department in regard to pay, pension, and furlough ;
(3) the technical requirements of the department, and the professional attainments essential for efficient service in its various branches ;
(4) the classes of the community who seek to be employed in the department and the comparative capacity of each for rendering efficient service therein ; and
(5) the existing * organization and constitution of the Department.

* In the form annexed to this letter.

2. I am to add that the Sub-Committee would be glad to be placed in possession of the views of the Madras Government on any of the above points if His Excellency the Governor in Council should see fit to favor the Committee therewith.

3. The favor of an early reply † to this letter is solicited.

† Addressed to the President, Sub-Committee, Public Service Commission, without the name of any post town.

ENCLOSURE No. 1.—Form.

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Order—dated 29th March 1887, Mis. No. 1947, Revenue.

Communicated to the Board of Revenue for early report.

(True Extract).

(Signed) J. F. PRICE,
Ag. Secretary to Government.

To the Board of Revenue, with letter, in original, to be returned.

Resolution—dated 31st March 1887, Mis. No. 2353.

Communicated to the Commissioner of Salt and Abkári Revenue for early report.

(A true Copy and Extract.)

(Signed) M. HAMMICK,
Acting Secretary.

To the Commissioner of Salt and Abkári Revenue, with one original enclosure, to be returned.

Resolution—dated 22nd June 1887, No. 201.

The Board beg to submit the report called for in G.O., dated 29th March 1887, No. 1947. The delay in its submission, which is regretted, is due to the absence of the Member in charge on tour in Orissa and the Northern Circars.

2. *Clause 1 of paragraph 1 of the letter of the Secretary to the Public Service Commission.*—The department is composed of the following grades and ranks:—

		Rs.
1	Commissioner on	3,000
1	Secretary on	...1,500—60—1,800
1	Assistant Secretary on	500
3	Deputy Commissioners on	...1,200—40—1,400
2	Assistant Commissioners, 1st grade, on	800
2	do. 2nd ,, on	700
3	do. 3rd ,, on	600
3	do. 4th ,, on	500
8	Inspectors, 1st grade, on	400
12	do. 2nd ,, on	350
15	do. 3rd ,, on	300
21	do. 4th ,, on	250
	Inspectors, Probationary	200
26	Assistant Inspectors, 1st grade, on	175
27	do. 2nd ,, on	150
26	do. 3rd ,, on	125
22	Sub-Inspectors, 1st grade, on	70
34	do. 2nd ,, on	60
50	do. 3rd ,, on	50
68	do. 4th ,, on	40
100	do. 5th ,, on	30
314	Clerks and Accountants from	... 15 to 20
38	Shroffs on	10, 15 and 25
3	Engine-drivers on	40, 35 and 30
127	Jamadars, 1st grade, on	15
192	do. 2nd ,, on	12
286	Duffadars, 1st grade, on	10
356	do. 2nd ,, on	9
704	Peons, 1st grade, on	8
1,773	do. 2nd ,, on	7
2,854	do. 3rd ,, on	6
14	Masalgis on	6
4	Sweepers on	5

3. First admission to it is made under the regulations which apply to the Uncovenanted Service generally. They are as follows:—

Except under the special orders of Government—

(1) no person can be appointed who is over the age * of twenty-five years; and

* Foot-note to section 115 of the Civil Pension Code, 6th Edition.

(2) no person can be appointed unless he has passed the Uncovenanted Civil Service General Test examination (an examination superseded by the Middle School examination), or the Middle School examination, or the Matriculation examination of one of the Indian Universities (with the hand-writing portion of the Middle School examination in the case of Matriculates of the Madras University) or some superior University examination, such as the First in Arts or the Degree (B.A.) examination.

4. The Commissioner is a Member of the Board of Revenue and is always a Covenanted Civilian. His Secretary is also a Covenanted Civilian; his Assistant Secretary is selected from among the Gazetted officers of the Department.

The number of Deputy Commissioners was at first two, and one was always a Covenanted Civilian till recently. The number of Deputies was increased to three about eighteen months ago, and all three Deputies are now Members of the Uncovenanted Service. The lower grades are all filled by men of the Uncovenanted Service.

5. Deputy and Assistant Commissioners and inspectors are gazetted officers, and are appointed and promoted by Government on the recommendation of the Commissioner. Assistant Inspectors and Sub-Inspectors, except those of the fifth or lowest grade, are made by the Commissioner, and all promotions in these classes are made by the same authority; appointments to the lowest grade of sub-inspectors are made by the Deputy Commissioner. The Assistant Commissioners appoint petty officers, except those of the lowest grade, who are appointed by Inspectors and promoted by Assistant Commissioners. Peons are appointed and promoted by Inspectors. As regards the clerical staff, the Commissioner appoints his own office establishment; Deputy Commissioners make all appointments within their respective divisions above Rupees 25 and Assistant Commissioners below that limit. All officers from Inspectors downwards are required to pass certain tests which have been prescribed by Government, but hitherto this requirement has not been enforced with stringency, because at the outset it was necessary to allow time for qualifying. Some officers have been exempted owing to their age or to their having already passed similar tests in other departments.

6. As to the principles by which the departmental or other authority invested with the duty is guided in making first appointments to or promotions in the department, a reference is requested to Mr. Bliss' letter, dated 16th August 1884, No. 6450, and to Mr. Galton's letter, dated 23rd June 1886, No. 8094, printed in G.O., dated 22nd September 1884, No. 1062, and Board's Proceedings, dated 14th July 1886, No. 1605. The principle in regard to first appointments has been to admit all classes freely and impartially, provided that the physique and educational qualifications of the applicants appear to fit them for employment in the Department. It is the policy to appoint to the grades of Deputy and Assistant Commissioners only European *gentlemen* educated in Europe; there is one Native Assistant Commissioner who has been in the Department since its first organization; he was one of the superior officers taken over when the Department was originally formed, and his case is altogether exceptional. It is essential that officers of the above grades should be men who have received the best possible education, of active habits and fitted by their training to govern a large number of subordinates and enforce discipline; these qualities are rare amongst those who have not received a European education. It follows that in order to recruit these grades there must always be a certain proportion of those who are not Statutory Natives undergoing training for superior employment; the remainder may be either domiciled Europeans, Eurasians or Natives.

7. The grades of Inspector and Assistant Inspector at present consist chiefly of the first two classes; this is owing to the extreme difficulty which has been experienced in securing *educated* Natives physically fitted for and willing to undertake the hard work devolving on Inspectors and Assistant Inspectors. In this province at any rate *educated* Natives are not accustomed to an active out-door life and cannot stand the exposure; if they are not inured to hardship, they soon break down, and even those who do not succumb are unable to bear the strain so long as Europeans or Eurasians, and often become useless at an age when a European is at his prime. They also evince a distaste for riding, a qualification which is absolutely necessary in the case of officers who have to perform preventive duties and travel with rapidity and secrecy; to travel in a cart is fatal to success in detection and is incompatible with the proper inspection of men employed throughout large tracts of country in scattered parties. There are, of course, exceptions and some of the Native Inspectors and Assistant Inspectors have done and are doing very good work. Many, however, have proved failures owing to the above cause and consequent neglect of their duty. Natives, moreover, as a rule, do not attach the same importance to order and smartness as Europeans do and lack firmness; consequently discipline is apt to suffer and slackness in various ways becomes prevalent. In a department where the men are scattered all over the country in small parties and are removed from close supervision by superior authority, it is absolutely necessary that the inspecting officer should be strong and active as well as a good disciplinarian. It may be that those who have received a training in the lower grades and have become accustomed to exposure and hard work as well as to habits of discipline will prove more successful when they reach the higher grades, but hitherto there has been a difficulty in procuring Natives qualified for such employment at once.

8. The Sub-Inspectors are, for the most part, Natives; in the higher grades there is a sprinkling of domiciled Europeans and Eurasians who have been taken on to act as Assistant Inspectors and qualify for the higher posts, but who during their period of probation are appointed Sub-Inspectors to give them a permanent footing. For clerical duties Natives are almost exclusively employed.

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In some cases, especially when the Department was first being formed and men were taken on at advanced ages after serving in other departments or trying other careers, appointments were made to the higher grades direct according to the qualifications of the applicant, but recently the Department has been recruited by the entertainment only of young men who have to begin at the bottom and work their way up.

9. So much for first appointment. As regards promotion it is regulated by selection, not by seniority, and it is obvious that no other course would be possible in a large department organized within a very short time; there can be no superannuations for some years to come, and there was a very large accession to the ranks at one time within a few weeks. If promotion were to go by seniority, there would be no opportunity whatever of rewarding those who acquit themselves exceptionally well, and the men in the lower grades would never have the chance of rising to the top owing to the block above. As vacancies occur they must be filled up by selection of those who have done the best work irrespective of their position on the list, otherwise there would be no prizes to compete for and no incentive to exertion; merit alone must be the criterion. Of course long service, if honest and approved, even though not marked by any brilliant performance, will carry due weight and give an officer a claim to promotion in due course, but mere seniority unaccompanied by any other recommendation should not be regarded as entitled to any consideration.

10. *Clause* 2.—The pay, pension and furlough rules applicable to the Department are those appertaining to the Uncovenanted Service generally.

11. *Clause* 3.—The examination rules sanctioned in G.O., dated 19th July 1883, Educational, No. 461 (copy enclosed), will give the Commission a fair idea of the technical and professional requirements of the Department. As Inspectors and Assistant Inspectors in independent charge of circles have to conduct a preliminary inquiry into the case of all *persons arrested* for commission of offences against the Salt and Abkári laws, it is essential that they should be possessed of a fair knowledge of the general principles of law and the rules of evidence; hence the necessity for Test A. Test B comprises those subjects with which every officer who has to supervise the manufacture of salt ought to be acquainted. It will be necessary also to prescribe some tests under the head Abkári as the duties which now devolve on this Department, especially the charge of distilleries, require a certain amount of technical knowledge. Tests C and E require no comment. Test D is intended to ensure such a knowledge of engineering as will enable officers to estimate for and execute the works incidental to the manufacture of salt factories.

12. *Clause* 4.—This point has been dealt with at some length in considering the first query, and there is little to add to what has been already stated. All classes of the community seek to be employed in the Department, and all who are deemed fit are accepted without respect to race or creed; the only object is to secure the best agency which the salaries allotted to the various posts will command. As has been already stated, Europeans and Eurasians are most suited for the posts of Inspector and Assistant Inspector, Natives possessed of the requisite educational qualifications not, *as a rule*, being physically fit to endure the exposure and exertion entailed by the hard out-door work. For the grades of Sub-Inspector, Natives who are recruited from the classes more accustomed to out-door work are well adapted, and in fact Europeans are only posted to these grades temporarily to give them a footing in the Department during such period of probation as may be required to judge of their fitness for permanent employment. On clerical duties Natives are almost exclusively employed. In this Presidency educated Mahomedans are scarce; hence the small number on the list.

13. *Clause* 5.—The statement required is submitted.

ENCLOSURE No. 1.

The following Special Tests are prescribed for the examination of officers of the Salt Department:—

Subjects in which separate papers will be set.	Time allowed for each paper.	Percentage of full marks required for a pass.		Remarks.
		Higher Grade.	Lower Grade.	
Test A.—Criminal Law.	HOURS.			
i. Indian Penal Code	3	30	25	The grades of this test will correspond with the existing Special Tests II-A and II-B, respectively, but candidates will be allowed to pass on obtaining the lower minimum marks here stated.
ii. Indian Evidence Act	3	25	20	
iii. Criminal Procedure Code	3	30	25	

Subjects in which separate papers will be set.	Time allowed for each paper.	Percentage of full marks required for a pass.		Remarks.
		Higher Grade.	Lower Grade.	
Test B.—Salt.	HOURS.			
i. The Salt Laws and Rules passed thereunder having the force of Law.	2	50	33	The higher grade examination will include the Salt Laws in force throughout India, as well as the laws and rules in force in the Madras Presidency. Candidates may pass the several branches of this test at different examinations. There will be no examination according to a lower grade in branches iii, iv, and v of this test.
ii. The Standing Orders of the Board of Revenue relating to Salt, and also those falling under the heads of Government Law suits, Treasury and Finance, Contingencies, Office Routine, Public Servants, and Weights and Measures with the corresponding appendices, so far as applicable to the Salt Department; the Circular Orders of the Commissioner of Salt Revenue, and the practice of the Department in cases not specially provided for by Standing or Circular Orders or by Rules.	3	50	33	
iii. The Report of the Salt Commission, 1876	1½	30	..	
iv. Dr. Ratton's Hand-book of Common Salt.	1	40	..	
v. The Manufacture and Chemistry of Saltpetre.	½	40	..	
Test C.—Accounts.				
i. The Financial Codes and the Civil Travelling Allowance Code, so far as they relate to Uncovenanted Officers employed in the Salt Department; and the Civil Account Code, Chapters 1—6, 10 and 16.	2	30	..	The several branches of this test may be passed at separate examinations. There will be no examination according to a lower grade in branch i of this test.
ii. The method of keeping the accounts and rendering the returns in use and required in the Salt Department.	3	50	25	
Test D.—Engineering.				
i. Surveying with chain and compass; keeping a field-book; and plotting an ordinary survey of fairly level country to a simple scale.	2	40	25	The several branches of this test may be passed at separate examinations. There will be no examination according to a lower grade in branch ii of this test.
ii. The theory and practice of levelling, including the use and adjustments of the Dumpy level; also the keeping a field-book, and drawing sections to simple scales.	2	40	..	
iii. The mensuration of planes and solids ..	1	50	30	
iv. The preparation of plans and estimates for, and the execution of, simple construction and repair works of the following descriptions, such as are in ordinary use in the department:— (*a*) Roads, including small bridges. (*b*) Offices, peons' lines, &c. (*c*) Embankments and channels.	3	60	40	
Test E.—Linguistic.				
i. Ability to converse fluently in a vernacular language spoken in the Madras Presidency, other than Hindustani.	..	40	..	There will be only one grade in this test. It must be passed in two Vernaculars, one of which must be Tamil or Telugu and the other not Hindustani. The examination in branches i and ii will be entirely *vivâ voce*.
ii. Reading an Arzi, badly written in a difficult hand and badly spelt.	..	40	..	
iii. Writing an order in the Vernacular ..	½	33	..	All branches of this test must be passed simultaneously. The marks allowed will be— Branch i .. .. .. 100 ,, ii .. .. .. 50 ,, iii .. .. .. 30 An aggregate of 90 marks must be obtained in order to pass.

2. The examinations in Tests A, B, C, and D will be annual and will be conducted by the Commissioner for the Uncovenanted Civil Service Examinations. Three months' notice will be given of the dates fixed for these examinations. Candidates will be required to pay the following fees on each occasion of their appearance for any test or branch of a test:—

	RS.
For each test, or branch of a test, according to the Higher or only Grade ...	7
Do. do. do. Lower Grade	5

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3. Candidates for Test D, Higher Grade, will further be required to execute and plot a simple survey, and also to run, and draw the section of, an easy line of levels before a Local Committee composed of an officer of the Public Works Department and of an Assistant Commissioner or other superior officer of the Salt Department. Two-thirds of full marks must be obtained for a pass in practical surveying and levelling. The time to be allowed for surveying and levelling will be determined by the Local Committee.

4. The Text-books to be studied for Test D are :—

Notes on Buildings and Road-making.
Schoury's Text-book on Estimating. } Published by Messrs. Higginbotham and Co.
The Rurki Manual of Surveying.

5. Officers may present themselves for the Higher Grade Examination in Tests A, B, C, and D without previously passing by the Lower Grade. Should they fail to pass, but obtain the number of marks prescribed for the Lower Grade, they will be declared to have passed by the Lower Grade Examination.

6. The examinations in Test E will be conducted under the orders of the Commissioner of Salt Revenue by a Departmental Committee presided over by the Commissioner himself or by a Deputy Commissioner, at such places and times of year as may be convenient. No fees will be required for this test. No great grammatical knowledge or accuracy of spelling or elegance of expression will be required of candidates, but the languages must be spoken, read and written fluently and intelligibly.

7. Unless exempted, Inspectors must pass by the Higher Grade Examination in Tests A, B, C, and D, and in two languages by Test E before confirmation in their appointments, within the following periods :—

Test A, at the first opportunity after two years' service.*
Tests B and C, at the first opportunity after one year's service.*
Test D, at the first opportunity after three years' service.*
Test E in the language of the district in which employed, at the first opportunity after eighteen months' service ;* and in a second language at the first opportunity after two years' service from the date of passing in the first language, provided that not less than twelve months of the interval have been passed in employment in a district, of which the second language is a vernacular.

8. Assistant Inspectors will not, as a rule, be appointed Inspectors until they have passed the examinations prescribed for Inspectors. If for any reason they have been, or may be, previously promoted to be Inspectors, they will be considered to be on probation and to be liable to reduction to be Assistant Inspectors until they have so passed. The time allowed them to pass in each test will be as stated for Inspectors in the preceding paragraph.

9. Assistant Inspectors must pass by the Lower Grade Examination in Tests A, B, C, and D, and in one language by Test E, before promotion to be Assistant Inspectors of the First Grade, or, if they have for any reason been previously promoted, before confirmation in that grade. The time then allowed them to pass in each test will be as above stated. No Assistant Inspector shall be required to present himself for examination in a vernacular language until he has been continuously employed for twelve months in districts where the same vernacular is spoken.

10. Inspectors and First-grade Assistant Inspectors who may fail to pass according to the above rules will be liable to reduction as under, until they do pass—

Inspectors to be First-grade Assistant Inspectors.
First-grade Assistant Inspectors to Second Grade.

11. Second-grade Assistant Inspectors, failing to qualify according to the prescribed standards within three years from appointment to that grade, will be liable to be removed from the service, or, if they were promoted from inferior rank, to be reduced to that rank.

12. All officers in future appointed to be Sub-Inspectors of the first three grades or to any other office in the department of a salary of Rs. 50 per mensem or upwards, must pass by the Lower Grade in Tests A, B, and C and in one vernacular language other than their own vernacular by Test E, at the first opportunity after two years' service from the date of such appointment † in the case of Test A, and after one year's service † in the case of other tests. In case of failure so to pass, they will be liable to be remanded to the appointments previously held by them.

13. After the lapse of three years from the date of this notification, no officer will be promoted to any appointment in the department of a salary of Rs 50 per mensem or upwards who has not previously passed the tests prescribed in the preceding paragraph.

14. Officers below the rank of Assistant Inspector may pass the prescribed examinations in the vernacular. All other officers must pass in English unless specially exempted by orders of Government.

* Counting, in the case of those already appointed, from the date of the promulgation of these rules.
† Or, in the case of those already appointed, from the date of the promulgation of those rules.

15. Officers employed in the Salt Department will no longer be permitted to present themselves for the Third-class Test prescribed in G.O., 20th March 1879, No. 90, Educational Department, but they will be allowed to appear for the optional examinations for rewards proper to their grade under the provisions of the rules laid down in those Proceedings of Government.

From HERBERT BRADLEY, Esq., Acting Secretary to the Commissioner of Salt, Abkári and Separate Revenue, to the President of the Sub-Committee, Public Service Commission, dated 11th August 1887, Mis. No. 1582 :—

I am directed, with reference to the request verbally made by you on the 6th instant, to forward a revised statement showing the nationality of all officers of the Salt and Abkári Department holding other than purely clerical appointments on salaries of Rs. 100 and upwards.

Statement showing the existing organization and constitution of the Salt and Abkári Department.

1	2	3	4						
			Number of Appointments in each Class or Grade now held by—						
			1	2	3	4 Natives of India.			
Department.	Total number of gazetted appointments or of appointments not being purely clerical of salaries of Rs. 100 and upwards.	Description of the gazetted appointments and of other appointments mentioned in column 2 amongst classes and grades, with rate of pay attached to each.	Europeans not domiciled in India.	Europeans domiciled in India.	Eurasians.	(a) Hindus.	(b) Mahomedans.	(c) Others.	(d) Total.
Salt and Abkári Department.	160	1 Commissioner on Rs. 3,000	1	..	..	..	..	..	..
		1 Secretary to the Commissioner on Rs. 1,500—60—1,800	1	..	..	..	..	..	..
		1 Assistant Secretary to the Commissioner on Rs. 500	..	..	1	..	..	..	..
		1 Deputy Comr. on Rs. 1,400* ..	1	..	..	..	..	..	..
		2 do. Comrs. on ,, 1,200* ..	2	..	..	..	..	..	..
		2 Asst. Comrs. on ,, 800 ..	..	..	..	..	..	..	..
		2 do. on ,, 700 ..	1	..	..	1	..	..	1
		3 do. on ,, 600 ..	2	..	..	..	..	..	..
		6 do. on ,, 500 ..	4	1	1	..	..	..	..
		8 Inspectors on ,, 400 ..	1	1	1	..	..	..	..
		12 do. on ,, 350 ..	4	5	..	..	..	..	..
		15 do. on ,, 300 ..	1	..	3	1	..	..	1
		24 do. on ,, 250 ..	10	3	5	5	1	..	6
		5 Probationary Inspectors	1	..	4	..	..	..	..
		19 Assistant Inspectors, 1st Grade, on Rs. 175 ..	4	5	8	1	1	..	2
		35 do. 2nd Grade, on Rs. 150 ..	6	7	13	8	..	1†	9
		23 do. 3rd Grade, on Rs. 125 ..	8	5	4	6	..	..	6
		Total ..	47	27	40	22	2	1	25

Note.—Only the number of officers actually employed have been entered.

* Salary rising from Rs. 1,200 to Rs. 1,400. † Native Christian.

(Signed) HERBERT BRADLEY,
Acting Secretary.

Proceedings of the Board of Revenue, dated 14th July 1886, No. 1605 :—

Read—again the following Proceedings of the Board of Revenue, dated 15th June 1886, No. 1350 :—

Abstract.—Communicating, for very early report, Government Order forwarding a reference from the Finance Committee regarding the rates of pay to be adopted for appointments in certain departments when they are held by Natives of India.

Read—also the following letter from C. A. GALTON, Esq., Acting Commissioner of Salt and Abkári Revenue, to the Secretary to the Board of Revenue, dated Madras, 23rd June 1886, No. 8094 :—

I have the honor to submit the report called for in Board's Proceedings, dated 15th instant, No. 1350, Press.

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2. The questions for consideration are—

(*a*) What appointments in this Department should be subject to reduction of pay when held by Natives of India, and whether the rule should be applied to those Europeans who, being domiciled in India, rank as Statutory Natives, or only to those who are Natives by race and blood ?

(*b*) Whether the reduction of pay should take the form of a fixed ratio, such as two-thirds of the salary assigned to the appointment when it is held by a European, as in the case of Native Members of the Civil Service under the Statutory Rules; or a fluctuating ratio, the reduction being less in the lower than in the higher grades; or whether two alternative scales of pay should be adopted ?

(*c*) Whether a rule should be introduced reserving a fixed number of appointments or a fixed proportion of the vacancies for Native candidates.

3. In connection with these questions I would invite the attention of the Board and Government to Mr. Bliss' letter, dated 16th August 1884, recorded in the G.O., dated 22nd September 1884, No. 1062. In that letter Mr. Bliss expressed a very decided opinion that no restriction should be placed on the employment of Europeans, not being Statutory Natives of India, in the Salt Department on the ground that it is difficult to secure educated Natives of the country physically fitted for, and willing to undertake the hard work devolving on, Inspectors and Assistant Inspectors; that, even taking into account domiciled Europeans and Eurasians, sufficient recruits of a satisfactory character are not always forthcoming to meet the demand; and that, in any case, the employment of a few pure Europeans will always be essential to furnish materials for the Assistant Commissioner class, which, in Mr. Bliss' opinion, should be filled by European gentlemen educated in Europe as a general rule. The Board and Government recorded their entire concurrence in these views.

4. If this policy be adhered to (and I am decidedly of opinion that it should), no Native of India, whether statutory or by race and blood, will ordinarily be eligible in future for posts of higher grade than that of Inspector. The grades of Inspector and Assistant Inspector will principally consist of domiciled Europeans, Eurasians and Natives, and I am of opinion that, looking to the rates of pay attached to the higher offices usually held by Natives in the Revenue and Judicial Departments, there should be but one scale of pay for officers of the grades above specified. Service in this Department is not attractive; with the exception of a limited number employed on clerical work, those who take employment in it must be prepared for constant hard work, exposure, and, in many cases, a very solitary life; the Department having been organized within a short space of time, promotion must necessarily be slow, as vacancies from retirement will for a long time to come be few and far between; it is necessary, therefore, that the salaries should be such as to compensate for the drawbacks, and I do not consider that there is any room for reduction. A lower scale of pay would not attract educated Natives, suitable for such responsible positions as those referred to, as other Departments could hold out better prospects. Moreover, Natives in the higher grades are expected to serve in any part of the Presidency or even in Orissa, the salt administration of which has recently been made over to this Department; this involves extra expense in various ways and separation from families, so that the grounds on which the assignment of a different scale of pay to Europeans and Natives respectively is justifiable do not apply to the same extent in this as in other Departments.

5. As regards the Assistant Commissioner class it will rarely, if ever, happen that a Native will attain to that rank. At the present moment there is one Native Assistant Commissioner, Mr. Dharma Rao Naidu, who has been in the Department since its first organization; he was one of the Superior officers taken over when the Department was originally formed, having been previously on the list of Deputy Collectors; his case is therefore altogether exceptional. He is an officer of 25 years' standing, and is now in the second grade. It would not, in my opinion, be fair to make any reduction in his present emoluments, and as there is only one higher grade to which he can aspire no reduction should be made in the event of his promotion. It seems hardly worth while to provide for such an exceptional case as that of another Native by race being promoted to the class of Assistant Commissioner. If this should ever occur the two-thirds rule will not answer, as the pay of a Fourth-grade Native Assistant Commissioner would be below that of First-grade Inspector and that of Third-grade Assistant Commissioner the same as that of First-grade Inspector. The case would, I think, best be met by substituting an increment of Rs. 50 for each grade instead of Rs. 100, so that in the case of Native Assistant Commissioners the pay would stand at Rs. 600, Rs. 550, Rs. 500 and Rs. 450 for the four grades instead of Rs. 800, Rs. 700, Rs. 600 and Rs. 500.

6. As regards the question whether reduction should apply equally to Europeans domiciled in India, I am decidedly of opinion that it should not. The grounds on which a distinction between Europeans and Natives is justifiable are that the cost of living in the case of the former is necessarily much higher than in the case of the latter, and that service in India involves for the European prolonged absence from his own country and heavy expenses incidental to the education of children at home and home remittances generally, whereas the Native does not require to be compensated on this account. The position of the European domiciled in India is similar in many respects to that of Europeans not so domiciled, and I see no valid reason for making a distinction between them as regards emoluments.

7. From what has been stated by Mr. Bliss it is obvious that the reservation of any fixed number of appointments or fixed proportion of vacancies for Native candidates is very undesirable, as any such restriction would enhance the difficulty of securing suitable recruits and fetter the Commissioner in his selection. He should be left free to choose the agency best fitted for the work and to regulate the proportion of Natives admitted in accordance with requirements from time to time. Great care is taken in selection, and no candidate is rejected on account of his nationality. There is no danger of the claims of the Natives of India to a fair share of the appointments in this Department being overlooked.

8. To sum up, I am of opinion that—

(*a*) there is no necessity for any alternative scale of pay as regards this Department, because Natives of India should not be considered eligible for appointments of higher grade than Inspector, and the rule as to reduction of pay should not be applied to that or any other grade for which they are eligible;

(*b*) if at any time a Native or Eurasian should be promoted to the Assistant Commissioner class, the increments should be Rs. 50 instead of Rs. 100 for each grade, but that the reduction of emoluments should not be held applicable to domiciled Europeans;

(*c*) it is not desirable to reserve for Native candidates any fixed number of appointments or proportion of vacancies.

RESOLUTION—dated 14th July 1886, No. 1605.

The Finance Committee observe that the rule under which the salaries assigned to appointments are reduced in cases where the appointments may be held by Natives of India, cannot be applied to many posts in which the scale of pay is fixed too low to admit of any reduction. The Board are inclined to think that Rs. 200 per mensem should be taken as the limit. The class of officials whom it is intended to affect ought to be men above the ordinary level and such as would get at least Rs. 200 per mensem.

* * * *

3. As regards the Salt Department. The Acting Commissioner calls attention to Mr. Bliss' letter recorded in G.O., dated 22nd September 1884, No. 1062, which, with the views of the Board and Government, makes it probable that Natives will not be ordinarily appointed to any grade above that of Inspector. On the ground that the pay attached to the offices of Inspector and Assistant Inspector is not so high as that assigned to similarly qualified men in other Departments, that salt work is unattractive, hard and solitary, and that the Department being new promotion is slow, Mr. Galton does not think that the pay of Natives should be reduced. On the grounds stated above, however, the Board consider a reduced scale should be laid down for offices paid more than Rs. 200 a month. The following scale might be adopted:—

Number.	Name.	Present pay.	Proposed for Natives.
		Rs.	Rs.
56	Inspectors	250	240
		300	270
		350	300
		400	340
10	Assistant Commissioners ...	500	400
		600	470
		700	540
		800	600

The ranks of Deputy Commissioner and Commissioner have not been dealt with for the same reasons as the Conservators' appointments in the Forest Department. With regard to the one Native Assistant Commissioner now employed in the Salt Department, the Commissioner reports that he was one of the Superior officers taken over when the Department was originally formed, having been previously on the list of Deputy Collectors; his case is therefore altogether exceptional. He is an officer of twenty-five years' standing, and for reasons given by the Commissioner, it would not, in the opinion of the Board, be fair to make any reduction in his present emoluments.

* * * *

5. As to Europeans who being domiciled in India rank as Statutory Natives, the Board agree with the Commissioner of Salt Revenue. They think that such men should draw the same pay as Europeans who are not Statutory Natives.

6. The Board do not see their way to determining the number of appointments or fixed proportion of vacancies which can be given to Natives in the Salt and Forest Departments, as they have

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been so recently established. In the Revenue Settlement Department the Board think it would be safe to engage that at least one half of the Deputy and Assistant Directors shall be Natives.

(True Copies and Extract.)

(Signed) M. HAMMICK,
Acting Secretary.

READ—G.O., dated 22nd September 1884, No. 1062, Revenue :—

Read—again the following G.O., dated 26th June 1884, Mis. No. 2693, Revenue :—

Read—the following letter from J. E. O'CONOR, Esq., Assistant Secretary to the Government of India, Department of Finance and Commerce (Separate Revenue, &c., Customs), to the Secretary to the Government of Madras, dated Simla, 13th June 1884, No. 1599 :—

In paragraph 3 of the Circular letter in the Home Department, No. 21—746-753, dated the 18th April 1879, the Government of India ruled that "no person, other than a Native of India, should be appointed to an office carrying a salary of Rs. 200 a month or upwards without the previous sanction of the Governor-General in Council in each case," unless he belongs to the Covenanted Civil Service or to the Staff Corps, or is specially appointed to the Financial, Forest, or Education Department by the Governor-General in Council or the Secretary of State. The following Departments were, however, excluded from the operation of this rule, viz. :—

(1) The Opium Department.
(2) The Salt or Customs Department.
(3) The Survey Department.
(4) The Mint Department.
(5) The Public Works Department.
(6) The Police Department.

With regard to the excepted Departments, it was said that the Government of India hoped that it would be found possible to appoint Natives of India more and more freely to the higher offices, though for the time the Governor-General in Council was not prepared to take special measures for restricting the employment of Europeans in the Departments in question.

2. I am now directed to request that the Government of Madras will favor the Government of India with its opinion on the question whether it is necessary to permit any longer the unrestricted employment of persons not being Statutory Natives of India in the Customs and Salt Departments, *i.e.*, whether these Departments may not now be removed from the category in clause (*d*) of paragraph 3 of the Home Department Circular of 18th April 1879 quoted above.

I am to observe that it would by no means follow from this removal that Europeans not domiciled in India would be altogether excluded from service in these Departments, though they could not be appointed without the previous sanction of the Government of India.

3. I am further to request that you will be good enough to furnish a statement showing the number of appointments in the Customs and Salt Departments held respectively by—

(*a*) Europeans (proper),
(*b*) Europeans (domiciled in India),
(*c*) Eurasians,
(*d*) Natives (Asiatic),

together with the pay of each appointment.

Read—also the following letter from H. W. BLISS, Esq., Commissioner of Salt Revenue, to the Secretary to the Board of Revenue, dated Madras, August 16, 1884, No. 6450 :—

I have the honor to submit the report called for in the Board's Reference, dated the 14th instant, on their Sub-register No. 2241 of 1884 (my letter No. 5816, dated July 24, 1884).

2. In their letter, printed with the Board's Proceedings, No. 2261, dated July 3, 1884, the Government of India ask for the opinion of this Government on the question whether it is necessary any longer to permit the unrestricted employment of Europeans not being Statutory Natives of India in the Customs and Salt Departments. I have no hesitation in answering this question in the affirmative, so far as regards the Salt Department.

3. I have had the greatest difficulty in procuring officers for the Force under my orders. I am still far from having overcome that difficulty. I am certain that I should not have been able to do as well as I have done, had I not been permitted to employ suitable Europeans, and that the withdrawal of that permission cannot fail seriously to affect the future efficiency of the Department.

4. It is comparatively easy to get well-educated Natives for the clerical work of the Department, though even this is more difficult than might be supposed, the opportunities in the Department for the promotion of purely office hands to well-paid appointments being proportionately much fewer than in other branches of the public service. Out of a total strength, that is, of 487 officers, upper subordinates and clerks, there are only seven drawing Rs. 100 per mensem and upwards, whose duties do not involve constant hard work out of doors and exposure both by day and night. The only way, therefore, in which clerks can generally be promoted is by their promotion to out-door work.

In other words, it is, speaking generally, only those educated Natives, who are prepared and physically fit for out-door work, who will join the Department even as clerks. Their number is very small indeed. As a rule, I do not class a man as educated unless he has taken his degree at the local University. For a long time, I could not get a single graduate to join the Department on any reasonable terms. I am doing better now for there are now eighteen Native graduates in the Department. But it must be a very long time before I can rely on this class alone to furnish sufficient candidates of the requisite age and official experience to fill the better-paid posts of Inspectors and Assistant Inspectors; and when that time has come it will still be a question whether they will be able to stand the work. My opinion is that they will not generally be able. Some, who have been brought up in the Department and who have been accustomed all their lives to hard work out of doors, to walking through the mud of the salt-pans and to riding over the dreary salt swamps, may be able. But I cannot get enough such men to supply the demand. If I am to be debarred from appointing Europeans, I must often take educated Natives from other Departments, for they will not, as a rule, join the Salt Department on the low pay which is all that young men, however will educated, are at first worth, and it would be a waste of Government money to appoint them Assistant Inspectors to begin with. But if I am to take men from other Departments in which they have acquired sufficient experience to be worth Rs. 150 per mensem (the initial pay of an Assistant Inspector), they will be men who have led a sedentary life for so long that they cannot change their habits. Speaking generally, a man, European or Native, who has been ten years in an office is not fit for out-door work. The Government of India argue, I fear, from a knowledge of a very different class of men from the Natives of this part of the country. Whatever may be the case there, here educated Natives (and I must have educated men to do the work) cannot ride at all nor can they walk or stand exposure as well as Europeans. If they have served long enough in an office to gain the essential official experience, the sun scorches them by day and the dews give them fever by night—in short, they are incapable of active exertion and therefore unfit for the work of this Department. Every one knows that as a general rule, educated Natives completely break down under out-door work very soon after the age of 45, and very often much sooner. I have two such cases among the Superior officers of the Department at this moment—one an Assistant Commissioner and the other a 1st-grade Inspector.

5. It may be thought that among domiciled Europeans and Eurasians sufficient recruits should be forthcoming to supply the demand. I do draw a good many from these classes, but they are not always nor altogether satisfactory. It too often happens that the domiciled European and Eurasian has suffered in character from being brought up among low-caste Native servants. This is a matter of daily observation and experience.

6. Even, however, if the supply of domiciled Europeans, of Eurasians and of Natives were sufficient to fill all the appointments of Inspectors and Assistant Inspectors, the employment in those classes of a few pure Europeans would still be essential in order to the furnishing of materials for the Assistant Commissioner class. I have one Native Assistant Commissioner now, but he has completely broken down under the weight of labors and of a responsibility to which he is not equal, and is consequently applying for a transfer to less arduous duties. His case can hardly be considered exceptional. The average charge of an Assistant Commissioner comprises an area of about 17,000 square miles and the command of a Force of over 750 officers and men as shown in the margin— a Force as large as a regiment and very much more difficult to keep in order because scattered about over an immense area and not under the same control as if concentrated in barracks at one station. I do not know much of the Eurasians and Natives of Upper India or of the Europeans domiciled there, but I am sure that among the officials of those classes in this Presidency there are not half a dozen (who would take the appointment of Assistant Commissioner) whom it would not be most unwise to entrust with such a charge. I consider that it is essential that Assistant Commissioners should be European *gentlemen educated in Europe*, as a general rule. All my remarks, indeed, must be taken as general for I have no prejudice in favor of any particular class. My only object is to get the best men for the work. I appoint one class as readily as the other, and look, so far as I am able, only to fitness, in the spirit of the Queen's proclamation * on Her assumption of the direct Government of India, which, I would very respectfully venture to submit, is directly violated by any restrictions on the employment in this or any other Department of duly-qualified Europeans.

Inspectors on Rs. 200 to 400	7
Assistant Inspectors, Rs. 150 and 175	7
Sub-Inspectors, Rs. 30 to 70	25
Clerks, petty officers and peons	725
Total ..	764

* "And it is our further will, that so far as may be our subjects, of whatever race or creed, be freely and impartially admitted to offices in our service, the duties of which they may be qualified, by their education, ability and integrity duly to discharge."

7. With reference to the remark of the Government of India that it would not follow from the removal of the Customs and Salt Departments from the category in clause (*d*) of paragraph 3 of the Home Department Circular of April 18, 1879, that Europeans not domiciled in India would be altogether excluded from service in those Departments, though they could not be appointed without the previous sanction of the Government of India, I beg to point out that, under paragraph 2 of the Secretary of State's Despatch printed with G.O., August 9, 1879, No. 1228, the sanction of the Secretary of State would be required.

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Resolution—dated 26th August 1884, No. 2982.

* * * *

The following statement shows the number of appointments held by Europeans, Eurasians and Natives in the Salt Department :—

Nationality.	Deputy Commissioners, Rs. 1,200 to 1,400	Assistant Commissioners, Rs. 500 to 800.	Inspectors, Rs. 200 to 400.	Remarks.
Europeans (proper)	1	4	16	
Do. (domiciled)	...	1	8	
Eurasians	...	1	12	
Natives (Asiatic)	...	2	6	

2. So far as the requirements of the Sea Customs Department are concerned, it is not necessary to retain that Department in the category in clause (*d*) of the Circular of the Government of India (Home Department), dated 18th April 1879, unless the removal of the Department from the list should have the effect of precluding the existing economical arrangement by which the Marine and Sea Customs duties are at certain ports entrusted to the Port officer. In this connection, however, the Board would draw attention to the remarks of the Commissioner of Salt Revenue at paragraph 6 of his letter, dated 16th August, with which the Board entirely concur; and they also agree with Mr. Bliss in the opinion that it is premature to contemplate the removal of the Salt Department from the list referred to above.

(A true Copy and Extract.)

(Signed) E. GIBSON,
Secretary.

To the Secretary to Government, Revenue Department,
with sixteen letters in original to be returned.
„ the Commissioner of Salt Revenue.
„ the Collectors of Maritime Districts.

ORDER—dated 22nd September 1884, No. 1062, Revenue.

The Proceedings of the Board of Revenue and the report of the Commissioner of Salt Revenue read above will be forwarded to the Government of India through the Public Department.

2. The Right Honorable the Governor in Council entirely concurs in the views expressed by Mr. Bliss in regard to the officering of his Department, and observes that the reasons for which the Salt Department was originally excluded from the rule are still present, and that in even greater force, inasmuch as the work exacted from officers employed in the field under Mr. Bliss is more severe and calls for greater powers of physical endurance than was the case when the supervision of salt operations vested in the ordinary District authorities. His Excellency is well aware of the difficulties experienced by Mr. Bliss in finding in Southern India suitable candidates for such employment, and would strongly deprecate any narrowing of the existing field of choice.

* * * *

4. So far from desiring further restriction, the Right Honorable the Governor in Council is of opinion that the restrictions already imposed are too sweeping in character, and would draw especial attention to the remarks contained in paragraph 6 of Mr. Bliss's letter, remarks which have His Excellency's complete concurrence. While admitting the necessity of some restriction, His Excellency is of opinion that in every Department there should be a fair proportion of European officers, and that the existing rule, which in practice has the effect of entirely excluding Europeans from employment in certain Departments of the Administration, should be modified accordingly.

(True Extract.)

(Signed) H. E. STOKES,
Secretary to Government.

To the Public Department.
„ the Board of Revenue, with sixteen enclosures.

MADRAS.

Salt Department.

Section III.—Sittings at Madras.

Witness No. I.—*7th August* 1887.

Examination of P. RAJARATHNA MUDALIYAR, Esq., Secretary to the Commissioner of Revenue Settlement, Land Records, and Agriculture.

The *President.*

I entered the Public Service as a clerk in the Collector's office in Nellore on Rs. 25. After about a year in that office I obtained an Acting Deputy Tahsildarship; was subsequently confirmed in that appointment; was afterwards Collector's Sheristadar, and then Deputy Collector. When I was Deputy Collector, the Salt Department was worked by Revenue Collectors who had charge of Salt duties. When the present Department was organised in 1878, I was brought into it as Personal Assistant to the Salt Commissioner; three years later I became Head Sheristadar of the Board of Revenue. I am now Secretary to the Land Settlement Commissioner.

As Deputy Collector did you perform the duties of a superior officer in the Department?—Yes.

Which is the unit of the Department?—A Circle. A Circle is an Inspector's charge. It is divided into Sub-Inspector's ranges for preventive purposes. The superior charge is a Division, which is composed of five or more Circles; how many depends on the nature of the country. The Divisions are in charge of Assistant Commissioners, and a Deputy Commissioner's Range is called a Division. The Deputy Commissioner supervises the Divisions of the Assistant Commissioners. The Assistant Secretary is the officer who was under the old system Personal Assistant to the Commissioner, and has chiefly the control of the office.

The Salt Department has charge of Abkári?—Yes; the duties of the Department are concerned not only with Salt, but with Abkári and, to a certain extent, Customs.

Ought the Secretary to the Commissioner necessarily to be a Covenanted Civilian?—No.

In what grade do officers enter the upper ranks of the Department?—As Assistant Inspectors generally; some begin as Sub-Inspectors.

There are no rules in this Department which regulate their appointments?—No.

They may be appointed to any grade the Commissioner pleases?—Yes.

Where do European gentlemen enter?—They have been appointed as Assistant Inspectors and Inspectors.

At what point does the Subordinate establishment begin?—At the grade of Sub-Inspectors.

Have you anything to urge regarding the recruitment of the Department?—It should be open to all.

Are Natives of the country, including Statutory Natives, fit for appointment to the Superior branch of the service?—There should be no rule prohibiting their appointment to any post.

Is it necessary that these appointments should be restricted to Europeans?—No; all that is wanted is physical capacity, force of character and integrity.

As Deputy Collector did you discharge all the duties which are connected with the manufacture of salt within your charge?—I supervised.

Did you discharge very much the same duties in that respect as now devolve on Assistant Commissioners?—Yes.

Who undertook Preventive work in those days?—I remember being sent to the Tanjore district with a staff of men consisting of Superintendents and factory peons to put a stop to smuggling which was rife there.

Do you know any Natives who are sufficiently qualified by physique as well as education to perform the duties of the upper grades of the service?—There are some among the Deputy Collectors.

What class of men are they?—Some are Brahmans, some Hindus of other castes. They belong to this Presidency, some being Telugu and some Tamil men.

You think they could perform the duties of Assistant and Deputy Commissioners as well as those of Inspectors?—Yes.

What is the average area of an Inspector's range?—Port Inspectors have fifteen miles inland to supervise; purely Preventive Circles consist sometimes of whole districts.

Are there any private saltpetre and soda factories in your districts?—Yes, in Coimbatore.

What officers take charge of factories?—The Inspectors, under whom are Sub-Inspectors.

Who have charge of licensed factories for preventive purposes?—The Inspectors who have Assistant and Sub-Inspectors under them for watching purposes. An Inspector has three or four factories to supervise; each factory is under the immediate supervision of an Assistant Inspector assisted by petty officers and peons.

Is any great pecuniary responsibility attached to any officer of the Department other than those engaged in the manufacturing departments?—The Assistant Inspector in charge of a factory is responsible for the collection of duty

Does any officer in the Department give security?—No; only Shroffs give security.

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P. Rajarathna Mudaliyar, Esq.

Would you promote from the Sub-Inspectors' to the Inspectors' grade?—Yes; it is done now.

Would you promote from the Inspectors' to the Assistant Commissioners' grade?—Yes.

Mr. *Ramasawmi Mudaliyar.*

Are there any Native Graduates among the Inspectors and Assistant Inspectors?—Yes; there are four.

In what capacity did they enter the Department?—Some as Inspectors, others as Assistant Inspectors.

Has any notification been issued by the Head of the Department inviting Graduates to enter the Department?—No notice of any kind has been issued.

Have you had any applications from Graduates for admission as Assistant Inspectors?—Yes; a few.

What was done with those applications?—Some of the applicants were appointed.

Supposing that Assistant Commissionerships were thrown open to Graduates freely, do you think there would be any difficulty in getting a sufficient number of Graduates possessed of the necessary physical qualifications to accept those appointments?—You might get some. The life in the Salt Department is not an attractive one, and educated Natives do not take to it very readily, one reason being that they cannot hope to rise to the post of Assistant Commissioner, as that post is reserved to persons who have received a European education. The main reason, however, is the unpleasant nature of the work in the Department, and the liability to transfer.

Mr. *Galton.*

Is it not well known that Natives of good education and Graduates will be entertained as Assistant Inspectors if they possess the necessary qualifications in other respects?—Yes.

Mr. *Ramasawmi Mudaliyar.*

Supposing it were notified to-morrow that there were fifty Assistant Inspectorships vacant and that Graduates physically qualified would be entertained, would there be any want of applicants?—I cannot say. Mr. Galton has told me that he is prepared to entertain any one I may recommend.

Are there not Graduates who go to the Hills and stay there for six months in the year?—There are, but they enjoy very liberal allowances; and life in the hills is very different from staying ten years in Ganjam. I think more Natives would be attracted to the Department if they had a prospect of rising to be Assistant Commissioners.

Mr. *White.*

Can you tell me how many of the present Assistant Commissioners have passed the test laid down by the rules, that is to say, the Middle School Examination?—No. I know that several of them were exempted from doing so.

Because they could not pass it?—No; on the ground that they were sufficiently well educated for it to be dispensed with in their case.

Are not some of these gentlemen unable to spell?—I do not know.

Are there others who cannot write an official letter?—There are some who are not very clever at official letter writing, and I know of some who cannot spell.

Are such officers likely to be of much use in the Department?—Considering that the Department was only lately organised, and that there was at first a difficulty in finding men for it, no doubt some men who were not very efficient were taken on. There are some Assistant Commissioners who would certainly not be in the Department except for that fact.

You are acquainted with the administration reports of the Department?—Yes.

Have they always reported favorably on the work of Assistant Commissioners?—They contain nothing unfavorable to them. Any censure would appear in special Proceedings. I know that Mr. Bliss did censure some gentlemen. There is a general order that the administration report is not the proper place for recording censure.

Witness No. II.—*7th August* 1887.

C. Rundall, Esq.

Examination of C. RUNDALL, Esq., Deputy Commissioner of Salt and Abkári Revenue.

The *President.*

When did you enter the Department?—In 1880. I had had twenty years' previous service in the Revenue Settlement. My duties as Deputy Commissioner are the general supervision of the Southern Division, comprising three Assistant Commissioners' charges.

What do you say about the fitness of Natives, including Statutory Natives, for the post of Assistant Commissioner?—I have had a good deal of experience of Natives, and I think there are very few who could justly aspire to that appointment. I think it necessary that men who aspire to that appointment should have had very considerable departmental experience. It has been a great drawback to the Department that we have had to put in men of no experience; and in future we ought to have men for these appointments who have that experience.

Within the last four years have any appointments been made to Assistant Commissionerships of young men without departmental experience?—No.

How many men have been appointed?—Ten, I think, at most, including those employed in Orissa.

Had Mr. Shaw any departmental experience?—Yes, as Inspector in Salt for about two years. He was under me. Mr. F. W. Ditmas was appointed to the Department in 1882 and in 1885 to an Assistant Commissionership. Mr. Salmon was appointed to the Department at the same time and to the same grade.

What was his departmental experience?—He was Preventive Inspector and Inspector of Salt Police. He had been specially employed in connection with the Department for some time before.

He was not in Government service before October 1880?—No.

What departmental experience had he had except in connection with Salt Police duty?—He was employed at the depôt in Madras; his duties were to check weighments of salt, and patrolling.

Was Mr. Leggatt brought in as Inspector in 1879?—Yes. Mr. Tarrant came in 1882 as Assistant Inspector; Mr. Mainwaring in 1881 as Preventive Inspector; Mr. Russell, who is a domiciled European, came in as Preventive Inspector.

Are there any of the 1st, 2nd, and 3rd grade Inspectors who are domiciled Europeans or Eurasians?—A large number of them are domiciled Europeans.

Was not a Native appointed to the post of Assistant Commissioner?—Yes. He was one of the old Salt Deputy Collectors.

What was your opinion of him as an officer?—I never served under him.

Are you aware that Mr. Bliss entertained a high opinion of him?—I am aware that Mr. Bliss appointed him to act as Deputy Commissioner for some time.

What do you say of the fitness of Natives, including Statutory Natives, for employment in the Superior grades of the department?—I think there are very few indeed who would be fit for the Superior establishment.

There is no certainty of rising from the Inspectors' grades to the Superior establishment?—Not to the highest grade.

Does not that deter you from getting the best men available?—In some cases.

The Inspectors are mostly men who have been educated in this country?—Yes.

What is the area of an Inspector's charge?—From 300 to 1,000 square miles.

What is the area of a charge which would be entrusted to an officer of the class you recruit in India?—Up to about 5,000 square miles.

There are Asiatic Natives, domiciled Europeans and Eurasians holding those charges?—Yes.

How do they do their work?—Some very well, some very indifferently.

Which do their work the best?—Some of all classes.

Have they to move about their charges frequently?—Certainly, especially in the purely Preventive service.

Have they to go out in the rains?—There is scarcely any cessation of inspection work as regards salt.

What is the total revenue from Salt of this Presidency?—One million-and-a-half.

Have Inspectors to move about more than Assistant Commissioners have?—The Assistant Commissioners have to do a very great deal of travelling, but not more perhaps than Inspectors in the Preventive Circles. An Assistant Commissioner may have to stay for a week in a place, whereas an Inspector rarely stays for more than two days.

Then Inspectors would not be unfit to be Assistant Commissioners by reason of their inability to move about?—I did not say anything about their inability to move about, but was speaking of their general incapacity for the duties of an Assistant Commissioner. As a Native gets older, he has more difficulty in getting about than a European of the same age, who is still fit for a good deal of hard work.

In what respects do you consider a man born and educated in India unfit to be an Assistant Commissioner?—As compared with Asiatics, a European is much more free from family and similar influences in this country. He is in a much more independent position.

What is the difference in this respect between a European born in this country and a European born out of it?—None, as far as that goes.

Where would be the objection to employing a Native at a distance of two or three hundred miles from his home?—None, if he cared to go that distance.

Do you think a Native of Malabar would be at all affected by his connection with the country if he were employed on the Coromandel Coast?—I think he would be.

In what respect?—There are certain opinions which Natives have of Natives.

What opinions?—They are not so independent in regard to the intrigues that go on.

Do you know that Native Judges have almost the whole of the Original Jurisdiction of the country in their hands?—It may be so.

Does not the fact that the large majority of Native Judges bear unblemished characters argue that *primâ facie* your opinion is inaccurate?—It may be so. There are Natives and Natives. It is one of the misfortunes of the Native official to be mixed up with the people of the country. A European keeps to himself; he is not familiar with his subordinates; he is a great deal more exclusive. There are not those friendships and relationships between him and his subordinates that subsist between Natives and their subordinates.

Is social position a necessary qualification for an Assistant Commissioner?—Certainly.

Are there any officers in the Superior grades of the Salt Department who have no social position by birth; did they all start in life as gentlemen?—I think so.

Are there none who were brought in from the inferior grades of the Police?—Not among the Assistant Commissioners.

For what reason is social position necessary?—For the sake of harmonious relations between the officers of the Department and of other Departments.

Do you mean that you would only have in the upper grades of the Salt Department men who are gentlemen by birth?—Yes.

Why?—In order that there may be a certain bond of intimacy between themselves, and also between them and officers of other Departments.

Are there no Natives of the country with whom you could associate on terms of intimacy?—I hardly think so.

Are there not Natives in the Civil Service who mix with European gentlemen?—They live as Europeans do.

Why would you not admit to the upper grades of this Department Europeans born and domiciled in India?—On the ground that it is desirable that there should be that bond of intimacy I spoke of.

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Do you mean to say that there are no Europeans of that class with whom you could have considerable personal intimacy ?—I do not.

Is it on an English education that you lay so much stress ?—Yes.

Has there been any attempt made, by advertisement or otherwise, to inform people resident in India of vacancies in the Department so as to afford to all such as are educated and of sufficient respectability to enter this branch of the service an opportunity of doing so ?—I have a large number of applications, and I always give the preference to Graduates. I have had during the last seven years a great deal to do with appointments to the lower and with some recommendations to the higher appointments and the applications from Graduates have been very few.

For the subordinate appointments ?—Yes. We get a certain number of B.A's. and Graduates, but it is not every one who is fit for an appointment because he is a Graduate. I have Graduates under me now on Rs. 30, and not worth even that.

What is the average yearly rate of recruitment for Assistant Commissionerships ?—There may not be any appointments for years.

Mr. *Ramasawmi Mudaliyar.*

In what grade do Europeans who are appointed Inspectors enter the service ?—It formerly depended on their capabilities and where they came from ; but no one is appointed now except to the lowest grade.

Mr. *White.*

Where were you born ?—In England

Khan Bahadur *Mahomed Ishaq.*

Are there many Mahomedans employed in the lower grades of the Department ?—There are not. I am sorry to say we get very few applications from Mahomedans. I consider Mahomedans much more suited for this Department than Hindus when they have the requisite education.

Witness No. III.—*7th August* 1887.

E. L. Millett, Esq.

Examination of E. L. MILLETT, Esq., Assistant Secretary to the Commissioner of Salt and Abkári Revenue.

The *President.*

When did you enter the Department ?—I was formerly in the Police. I entered this Department under the old organisation as an Assistant Commissioner, and when the Department was newly organised I became Inspector. I was appointed to my present post in 1884.

How have Inspectors usually been appointed ?—Some have risen from the grade of Assistant Inspector and one or two were appointed directly. Messrs. Shaw, Ditmas and Walker were appointed directly. Mr. Tarrant was first an Assistant, but he left us for the Revenue Settlement and returned as an Inspector. Mr. Thornhill was also appointed directly.

Do you consider that appointments in the superior grades should be made only from Europeans educated in England ?—I see no necessity for so restricting them.

Have you known any gentleman educated in India who has rendered efficient service in the upper grades of this Department ?—The Department is as yet very young, and such men have not as yet been allowed to enter the upper ranks.

Where have you served ?—In Southern India entirely.

Would you promote Inspectors to be Assistant Commissioners ?—Yes. I entered the Department on the promise that I should be made an Assistant Commissioner.

Would you ordinarily promote from the Inspectors' grade ?—Yes, from selected officers.

How would you regulate promotion from the post of Assistant Commissioner upwards ?—By seniority and merit.

Mr. *Ramasawmi Mudaliyar.*

Are the duties of a Salt Inspector more difficult than those of a Police Inspector so far as travelling is concerned ?—A Salt Inspector has a more extended range to supervise and more constant travelling.

Would a good Police Inspector be able to perform the duties of a Salt Inspector satisfactorily ?—I think the men who have been trained in the Police have usually done better in the Salt Department than others.

Mr. *White.*

Did you never make any effort to get the post of Assistant Commissioner that had been promised you ?—I did claim it demi-officially.

Will you kindly tell us why the promise was not kept ?—I never got an answer, at least not an official answer.

Was it because of any personal objection to you on Mr. Bliss's part—that you were unfitted to associate with gentlemen, or anything of that sort ?—I considered that that was the objection he had, though he never told me anything ; in fact he never replied to my letter.

Has any fault been found with your official conduct in any way ?—Not that I know of.

When you were Inspector of Salt Revenue in the Mufasal did you experience any difficulty in associating with the Collector and Civil officers of the station ?—No.

There were social relations existing between you and those officers ?—Yes.

Mr. *Galton.*

You hold the position of an Assistant Commissioner although you are not graded as one ?—Yes.

Witness No. IV.—*7th August* 1887.

Examination of F. W. DITMAS, Esq., Assistant Commissioner of Salt and Abkári Revenue.

The *President.*

When did you enter the Department?—In 1882 as Inspector, in the Mangalore Circle.

What is the area of that circle?—About four or five thousand square miles.

How long were you there?—About a year. I was first sent there for instruction under the Inspector in charge of the Circle, and, after about two months' training, was placed in charge of a Preventive Circle. The Inspector who preceded me died shortly after his transfer to another Circle, and the two Circles were placed under my charge until the following November, four months later, when I was transferred to the Godávari Circle.

What were your duties as Inspector?—To superintend the Preventive parties. We had eight or nine Preventive parties in the Circle distributed along the coast.

Your duties were to keep beating up these Preventive parties to see that they were doing their duty?—Yes, and to dispose of cases they might bring in.

Has an Inspector in this Department also to deal with Abkári?—Yes.

Has that greatly increased the responsibilities of the Department?—To a considerable extent it has.

Of how many men were your Preventive parties composed?—They varied from five to eight, a petty officer and four men or a petty officer and seven men; it is the same throughout the Presidency. "Party" is a technical term with us, and means a patrolling unit.

Although you may have a large body of men under you, they are split up into small parties of five or eight?—Yes, except during the monsoons, when they are assembled at head-quarters.

Have you any Preventive work in connection with the shipping in the Malabar ports?—A small quantity of salt is imported.

In what other parts of this Presidency have you worked?—I have worked as Inspector in the Godávari District.

Was not salt manufactured by the Government there?—Yes; the district I was in contained one large factory; it was a "monopoly" factory.

Had you any duties in connection with that factory?—I was in charge of the Circle. I had two Assistants at the factory and there were five Preventive parties under me.

I suppose every officer in charge of a factory is required to possess some little knowledge of the chemistry of salt?—He should, but as a matter of fact he very often does not. When I joined, I knew nothing about it.

You have acquired the knowledge since?—Yes.

Do you grant licenses for the extraction of saline substances?—Not in my Division.

Do you grant licenses to persons to take up places for this manufacture?—Yes.

Is any knowledge of saline earths necessary to determine whether a place should be licensed or not?—Some slight knowledge is.

In your opinion is it necessary to restrict the recruitment of the upper grades of the Department to Europeans educated in Europe?—I do not think it is, but it may be advisable.

Why do you think it advisable?—I am not sure that I do think so; I say it may be advisable.

You would not so restrict it yourself?—No.

Would you allow men to rise from the Inspectors' to the Controlling grades?—Yes, if they showed they were fit, but, as the Department is at present constituted, there are very few, if any, who would be fit for it.

Did you find your work as an Inspector very arduous?—It is no doubt.

And it exposes you to great vicissitudes of temperature and climate?—Yes.

Have you to be in the saddle day and night?—An Inspector is not, as a rule, required to be in the saddle at night, in fact he has express orders not to travel by night. He is supposed to travel in the day time in order that he may do his inspection work thoroughly and properly.

Who beats up the Preventive parties at night and sees that they are doing their work?—I think it is a very exceptional thing for an Inspector to go out at night.

The duties of an Inspector require that he should possess considerable bodily endurance and activity?—A good physique is one of the principal requisites.

What is the average length of your marches?—My average length of march last year was nineteen miles. As a rule long marches are not necessary and are not approved of departmentally. My average march is, I suppose, twelve or thirteen miles.

Mr. *Ramasaumi Mudaliyar.*

For how many days are you away from your head-quarters in every month?—On an average twenty or twenty-two days. Since the 1st of April last I have been eighty or eighty-four days absent from head-quarters. During the whole of last year, I was away from head-quarters for about 222 days.

Do you ride your marches?—I travel on horseback and by rail, but chiefly by boat.

What were you before 1882?—A coffee planter.

How old were you then?—Thirty-eight. I was appointed on the reorganization of the Department.

Mr. *White.*

Have you passed any examination?—No; I have been exempted from all examinations.

The *President.*

How long had you been in the country before you entered the Department?—Nineteen or twenty years.

I suppose you are acquainted with some of the languages of the country?—I know those of the West Coast.

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P. Koman Menon, Esq.

Witness No. V.—*7th August* 1887.

Examination of P. KOMAN MENON, Esq., Inspector, Third Grade.

The *President.*

I am a Native of Malabar. I entered the Department in 1871. I had previously been in the Registration Department, in the Collector's Office, and in the Police.

Have you experienced any difficulty in connection with your duties as Inspector?—No.

What is the area of your charge?—My first charge was the Calicut Circle, which is eight hundred and odd miles long and fifty or sixty miles broad. I am now in charge of Telicherry, the area of which is about two thousand square miles. I am forty-one years of age. I was educated in village and other schools and in the Presidency College. I have passed the First Arts Examination; I had finished my B.A. course, but circumstances prevented my taking the degree. Respecting the constitution of this Department, I wish to say that Natives are equally as fit, and, in many respects, fitter than any other class of Her Majesty's subjects to fill the superior as well as the inferior grades of the Department. I say they are fitter, because they possess a knowledge of the language and of the habits of the people, which is not possessed by other classes; and one advantage of this superior knowledge is that it brings them into intimate contact with the country people and facilitates the detection of smuggling.

Are not Europeans, as a rule, more active than Natives?—I cannot admit that.

Do they not ride about more?—They may do so, but, in other respects, we are not inferior.

Are not Europeans men who are in the habit of making themselves obeyed?—So are we. I had two Europeans under me.

Did they show you every respect?—Oh yes.

By reason of their familiarity with the people of the country, are not Natives more exposed to temptation than Europeans? It has been said that they are more exposed to intrigues?—Every class is liable to be that.

Are the temptations to dishonesty greater in the case of a Native Inspector because of his connection with the country?—That is not my experience.

Would you appoint recruits to the lowest grade and let them rise through the Service gradually, or would you bring them in higher up?—In the future there need be no difficulty. There will be numerous B.As. and F.As. applying for Salt Inspectorships and they can be appointed Assistant Inspectors and then Inspectors and then Assistant Commissioners, and finally Commissioner.

Do you consider Graduates as a class sufficiently active for such duties?—Some of them are not, but many of them are. With sufficient inducements, they can be as active as anybody.

Will they not be of advanced age by the time they become Assistant Commissioners?——They will have all the more experience. I have known Natives of sixty and seventy who were able to travel twenty and twenty-five days in a month. My father, when he was eighty-four and only a week before he took to his bed, walked fourteen miles. My uncle was eighty-five when he died.

Are West Coastmen remarkable for their strength of physique?—We are moderately so.

Mr. *Ramasawmi Mudaliyar.*

There are half-a-dozen B.A. Sub-Inspectors at Malabar?—Yes.

Do you know of any unwillingness on the part of B.As. to enter the Department?—No.

Have you lived in any other part of Southern India than in Malabar?—I have always lived in Madras.

The *President.*

Would you be willing to serve in Ganjam?—I would go and serve everywhere.

Would you like to serve in Ganjam?—Yes.

Would you prefer it to serving anywhere else?—No.

Mr. *Galton.*

Are West Coastmen, generally, willing to serve on the East Coast?—If they can serve on the West Coast, they prefer doing so.

The *President.*

Do not the domestic relations of the Natives of Malabar make it rather difficult for them to go elsewhere?—Yes.

Vasudeva Naidu, Esq.

Witness No. VI.—*7th August* 1887.

Examination of VASUDEVA NAIDU, Esq., Inspector, Fourth Grade.

The *President.*

When did you enter the Department?—In 1883, as Probationary Inspector on Rs. 200, and 10 months after was confirmed in the 4th grade. I had previously been Head Munshi to the Government Canarese Translator.

Have you any observations to make regarding the organization of this Department?—I think the higher appointments should be open to Natives.

Do you think Natives can be found qualified to hold these appointments?—Certainly men could be found perfectly qualified.

What is your Circle?—Kumbam, which consists of seven taluks; two hundred miles in extent from north to south.

Have you found any difficulty in managing your charge?—No.

Mr. *Ramasawmi Mudaliyar.*

Has the Commissioner at any time expressed his approbation of your conduct?—He has at times.

Has anybody superseded you since you were confirmed in the 4th grade?—Yes, some English gentlemen have.

Were you passed over because you were considered incompetent?—No. The two gentlemen I mentioned were appointed Assistant Commissioners during my absence on leave.

Are you a graduate?—No, I have passed the First Arts Examination; I am from Mysore.

Would there be any difficulty in getting graduates from Mysore to accept Assistant Inspectorships in this Department?—No, if they were promised that they would be well treated by their superiors.

What have you to complain of as regards the treatment you have received from your superiors?—We have to serve under a set of gentlemen who have not received sufficient education or who have risen from the ranks, and they treat us badly.

Do you refer to your immediate superiors?—Yes.

In what way do they not treat you properly?—They evince a total want of courtesy.

Is that one of the reasons why educated Natives will not join the Department?—Yes. I have myself advised my friends not to join.

Mr. *Galton.*

Did you ever bring this discourteous treatment to my notice?—It happened in Mr. Bliss' time.

Did you bring it to Mr. Bliss' notice?—No.

Do you know any other instances of discourteous treatment of Natives by their superiors?—Subordinates have complained to me of having received such treatment.

Have they complained to constituted authority?—No.

They suffer uncomplainingly?—Yes.

The *President.*

Have you any further observations to make?—No.

Witness No. VII.—*7th August* 1887.

Examination of G. SUBRAMANIYA AIYAR, Esq., Editor of the *Hindu* Newspaper.

G. Subramaniya Aiyar, Esq.

The *President.*

On what points do you wish to be examined?—As to the system pursued in making appointments and promotions in the department.

Are you going to speak of your own knowledge? All the knowledge I have is obtained from books published by the Department and complaints made to me by friends. I have drawn up a note, which embodies all I have to say (*reads*):—

It is the policy of Government to fill the Assistant Commissioner and Deputy Commissioner grades with European gentlemen educated in Europe. The Inspector and Assistant Inspector grades are nominally open to Natives, but practically the Inspector grade is confined to Europeans and Eurasians. It is only the Assistant and Sub-Inspector grades, that is, the lowest class of executive offices, that Natives of the country can fill. Of course, I do not subscribe at all to the view that the grades of Deputy and Assistant Commissioners should be filled by European gentlemen educated in England. The Department of Salt Revenue differs from that of Land Revenue neither in its importance as a source of revenue nor in the special knowledge required for its administration; and if, in the Department of Land Revenue as well as in the Department of Opium Revenue, Natives are appointed and do their work satisfactorily, I cannot see any reason why Natives should be excluded from the higher offices of the Salt Revenue Department in favor of European gentlemen educated in Europe. Nor are any technical or professional qualifications required as they are in the Forest, Public Works, and other Departments. It is said that Natives are unable to enforce discipline among subordinates. It is a sufficient answer to say that Native Inspectors of Police have not been charged with this defect; the few Native Salt Inspectors who have served in the Department have proved able to enforce discipline among subordinates; and the one Native Assistant Commissioner, Mr. Dharma Row Naidu, was for a considerable period in charge of a difficult division, and organised it and worked it with new recruits, of whom many were Englishmen. Nor is the administration of the Salt Department like the commanding of an Army, nor even like the controlling of a Police Force. In the former, self-interest is a strong motive for the subordinates to submit to discipline. Even granting that Assistant and Deputy Commissioners should be European gentlemen educated in Europe, it may be asked whether the present officers are such men? I am informed, on the contrary, that some of them have not passed any public examination at all. Out of the nine Assistant Commissioners, who are not Natives, one is a domiciled European and another is a Eurasian; and in their cases certainly, the qualification of a European education does not exist. As regards the others, one was an officer in the Bengal Police, and was taken into the Salt Department of Madras, on a salary of Rs. 700, in January 1886; and in February 1887, he was promoted to his present appointment, on a salary of Rs. 1,200, and put over many Assistant Commissioners. He has certainly not had a University education. One of the Assistant Commissioners, a relation of a high official, was first appointed as Inspector of Salt Revenue in Negapatam in March 1882. He was made third grade Inspector in March 1883; second grade Inspector in June of the same year; and in September, that is within three months, he was made Assistant Commissioner. He was 39 years old when he entered Government service. Another was 38 years old when he was first appointed. Again another was first employed as Acting Salt Superintendent, Madras Depôt, in November 1879; and on 22nd July 1880, that is, within seven months, he was made Acting Assistant Commissioner, on Rs. 500. He was only twenty years old when he became Assistant Commissioner. There is only one Native gentleman an Assistant Commissioner, and although it is the belief of the Native community that he is an able

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and industrious man, he has not been treated altogether fairly. He was for some months acting as Deputy Commissioner, Southern Division, but when on two occasions the place again became temporarily vacant he was passed over. Mr. A was a subordinate of Mr. Dharma Row Naidu, when he was Deputy Commissioner; but now Mr. A is Deputy Commissioner and Mr. Dharma Row is only an Assistant Commissioner. I need not say that these three European officers are all, by several years, junior to Mr. Dharma Row Naidu. The grades of Inspectors and Assistant Inspectors, though not nominally closed to Natives, practically consist of European and Eurasian officers. Out of 46 Inspectors and Probationary Inspectors, only seven are Natives. There are about a hundred Assistant Inspectors, of whom a little over 5 per cent. are Natives. This policy of virtually excluding Natives from grades which are nominally open to them is justified on the ground that "it is difficult to secure educated Natives physically fitted for, and willing to undertake, the hard work devolving on Inspectors and Assistant Inspectors. They are not accustomed to an active out-door life, and cannot stand the exposure." "If they are inured to hardship," it is added, "they soon break down, and those who do not succumb are unable to bear the strain so long as Europeans or Eurasians, and often become useless at an age when a European is at his prime." As a reply to these charges, the attention of the Committee may be invited to the Police, Public Works, Revenue, Survey, and Educational Departments, which require much out-door work and travelling. Nor are the duties of Salt Inspectors harder; nor do they require more diligence or involve more exposure than those of the Sub-Inspectors, who are mostly Natives and in some instances educated Natives also. These Sub-Inspectors are in charge of a Taluk and in some instances of two Taluks. They do the detective work and go on night patrols. They superintend the manufacture of salt, test the density of brine, estimate the salt scraped, and store salt. According to circular orders, they are expected not to stay in the same place for more than three consecutive nights, unless they show special reasons for doing otherwise. Yet they are paid extremely low, their salaries ranging from Rs. 30 to Rs. 70 a month. They receive no travelling allowance, and are required to look to rewards which they get for every crime they may detect. Consequently they either do the whole travelling by walking, or if they keep a horse, the cost has to be borne from their small salaries. On the other hand, how do the Inspectors and Assistant Inspectors, who are mostly Europeans and Eurasians, fare? They draw much higher salaries; and, besides, get a daily allowance of Rs. 2 in factory circles and Rs. 3 in interior circles. In case of rapid marches by road, they get a mileage of four annas. Tents are supplied to them at the cost of Government; and the cost of carrying these tents and horse allowance are likewise provided by Government. In view of this difference in the position of Inspectors and Sub-Inspectors, it cannot be said with truth that Natives are unfitted for hard work. It is admitted that some of the Native Inspectors and Assistant Inspectors have done and are doing good work, and as there are only seven of them in all, it is evident that the experiment has not received a fair trial. Nor is there any ground for stating that Europeans and Eurasians have hitherto done better work than Natives. If the Committee would call upon the Commissioner of the Salt Department for a statement showing the offences committed by various officers in various grades and the punishments inflicted on them, the Committee would see, I believe, that the class of men who are so particularly favored by the Department, are not always models of the best officials. I may also add that such a statement would disclose the difference in the treatment shown to Native and non-Native officers. Besides, the duties of Inspectors are such that Natives should prove more competent than Europeans. These latter, not knowing the language of the people, are, for several purposes, at the mercy of their clerks. The diaries of Sub-Inspectors and petty officers are mostly in the vernacular language, and I am informed that, as a rule, either an abstract English translation of these diaries is placed before the Inspector by his clerk, or the clerk makes his remarks in the vernacular language, and the Inspector merely puts his signature. To check the corrupt and fraudulent dealings of the subordinates and petty servants with the people, a Native is better fitted than a European. Inspectors have to institute and conduct prosecutions for crimes committed against Salt and Abkári Laws, and, therefore, some knowledge of law is also necessary. I cannot but think that the value of physical power is unduly exaggerated, while other qualifications essential for the proper carrying out of the duties of the Department are ignored. It is said that it is difficult to secure educated Natives possessing the necessary physical qualifications. But, as a fact, the Department does not encourage the few Natives that are already in it. P. Konan Menon, 3rd-grade Inspector, is a very efficient officer; and in the Administration Reports of 1882-83 and 1883-84, the Commissioner acknowledged "the praiseworthy" exertions of this officer in organising and bringing to a state of efficiency the Calicut circle; and stated that in extending the fish-curing industry he had shown remarkable success; while it appears from the same report that in other circles, managed by European Inspectors, hardly anything was done. Yet what is the reward that was given him? He was not only not promoted, but several of his juniors have superseded him. Mr. Vasudevalu Naidu was admitted to have brought his circle of Kumbam to a better state of discipline than his European predecessor; yet for slight faults he was recommended for degradation; the Board of Revenue or the Government refused to sanction this harsh step; and similarly a glance over the classified list will show how other Native Inspectors receive little or no encouragement, and Europeans, freshly entertained, have been placed over them. I have mentioned an instance of a European who got no less than three promotions in a single year. There is an impression among educated young men that Native officers in the Salt Department are not treated fairly. It is but natural that a Department which tolerates an invidious distinction between Natives and other classes of people and which holds out such poor prospects to educated

men, should be unpopular with the class of youths seeking Government service.

In 1883 certain tests were prescribed by Government, which every one newly appointed or promoted to offices on a salary of Rs. 50 and upwards was required to pass. A reference to the classified list will show that this order of Government has not been carried out in many instances.

I would invite the attention of the Committee to the system of "black-marking"—a species of punishment resorted to in the case of Sub-Inspectors and other inferior men. This system is worked most harshly, and according to a recent Administration Report, a large number of minor punishments inflicted in the shape of suspensions, reductions, &c., were the result of accumulated black marks. The number of these punishments was 798 in the year 1885-86, and 1,023 in the year 1884-85. I believe the system of black-marking, which is worked even more arbitrarily and rigorously than in the Police Department from which Mr. Bliss copied it, is enough to make any Department unpopular with educated men.

I wish to urge that the present system of making appointments in the Salt Department, which is based on a principle opposed to the Statute of 1833 and the Royal Proclamation, should be put an end to and replaced by a system of competition among candidates possessing the necessary physical and intellectual qualifications.

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The *President.*

Have you taken any pains at all to find out whether any of the gentlemen whose names you mention were fit for their posts?—Yes. I have ascertained it from my friends.

Then any opinion you have formed of their merits has been from hearsay?—Yes, of course.

You are unable to say how many Inspectors are Statutory Natives?—I am.

Nor how many Assistant Inspectors?—Yes.

Mr. *Galton.*

Are you aware that some of the Native Inspectors you mention have not got the promotion they might have had owing to misconduct on their part?—I am not.

Could you not have ascertained, if you tried, that their cases went up to the Government?—I gathered my facts from the classified list.

Are you aware that the reason why two out of three of the men you mention were not promoted was because they were handed up to Government in a certain case?—No.

Are you aware that the third officer you mention did not get promotion simply because he did not get his Circle into the excellent order you say he did?—No.

Witness No. VIII.—*7th August* 1887.

Examination of W. Beeson, Esq., Inspector in charge of the Ennore Circle.

W. Beeson, Esq.

The *President.*

You are a European born in England?—Yes. I came out as a private soldier. I am self-educated. I have been twenty-seven years in India. I left the Army to join the Police, where I rose to be Inspector.

Do you find any difficulty in performing your duties in your Circle?—I find they are just as much as I can do.

Do you experience any difficulty in your relations with the Magistracy and other officials?—No.

Have you any observations to offer on the constitution of the Department?—No.

Mr. *White.*

Your Circle is considered a very important one?—It is.

You have had some of these young gentlemen under you in training for Inspectors; did they behave well?—Not as a rule.

Have any of them since been promoted to be Assistant Commissioners?—Only one.

In the higher grade?—No.

Witness No. IX.—*9th August* 1887.

Examination of S. Narayanasami Chettiar, Vakeel and Municipal Councillor, Vellore.

S. Narayanasami Chettiar.

The *President.*

What have you to tell us that concerns the subject of this inquiry?—I desire to make a few preliminary remarks to show the desirability of the larger employment of Natives in the upper grades of this service to which they are now rarely appointed. An educated Native of even ordinary physique, but of unquestionable character and honesty, is generally superior to a European as an official by reason of his better acquaintance with the language, customs, and manners of the people; and he is for these reasons better able to detect and prevent corruption among subordinate members of a service which has greatly impoverished Natives. Taxation is unpopular and oppressive, because of the manner in which it is imposed and collected under the supervision of a European who, however honest, is often imperfectly acquainted with the vernacular and unable to detect corruption. The employment of Native agency would be more economical than the employment of European agency, because Natives would be content with lower salaries than Europeans, and the increasing expenditure on the Public Service renders this a

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matter of no small moment. The success which Natives have achieved in the service of the British Government and of Native States entitles them to be tried more extensively in the higher grades of this service. It is objected that they are wanting in physique, strength of will and decision of character, and social rank and position. Some Natives have shown in the inferior grades that they possess adequate physique. It seems unreasonable to refuse employment to Natives, on the ground of moral defects, in this Department, when they have given sufficient proof of their qualifications for the highest posts in the Judicial Department and to some extent in the Revenue Department also. The objection as to the want of social position has not been held to debar Natives from holding appointments in the Covenanted Civil Service, and it therefore seems unreasonable to urge it as a ground for excluding them from employment in the higher grades of other departments.

I consider that the Inspectors, Assistant Commissioners and Deputy Commissioners of Salt might be recruited, if not from Natives who have not as yet entered the Public Service, at least from Natives who have shown themselves qualified by service in the Police, the Revenue, or the Judicial Departments, or at the Bar.

The appointment of Commissioner of Salt Revenue may for the present be properly reserved for a Covenanted Civilian.

I have reason to believe that Natives have done good work in the Salt Department as Inspectors.

MADRAS.

Salt Department.

Section IV.—Written Evidence.

No. I.—Note by J. H. MERRIMAN, ESQ., Deputy Commissioner of Salt and Abkári Revenue, Northern Division.

The Revenue and Police Departments having proved unable, from various causes, to collect and protect the Salt Revenue efficiently were relieved of those duties in 1878—80 by the constitution of a Special Salt Department with Mr. Bliss as Commissioner. The experiment proved so successful that, within the next five years, the control of the Salt Department in Orissa and of the Abkári Department in Madras was handed over to this new Department.

Item I.—The gazetted appointments in the Salt and Abkári Department as at present constituted comprise—

One Commissioner, who is a Member of the Board of Revenue and, as such, has been placed in charge of the Customs and Opium Branches of the Revenue under the title of Commissioner of Salt, Abkári and Separate Revenue, pay Rs. 3,000 to Rs. 3,750, according to position in the Board.
One Secretary, Rs. 1,500 rising to Rs. 1,800.
One Assistant Secretary, Rs. 500.
Three Deputy Commissioners on Rs. 1,200 rising to Rs. 1,400.
Ten Assistant Commissioners on Rs. 500 rising to Rs. 800.
Fifty-eight Inspectors on Rs. 250 rising to Rs. 400.

The appointment of Commissioner is reserved for Members of the Covenanted Civil Service.

The Secretary is at present a Covenanted, and the Assistant Secretary an Uncovenanted, Civilian. If I am at liberty to offer a suggestion, I should say it would be well if the officers, who may in future be appointed to the post of Secretary, were first required to hold charge of a Division for a few years.

When the new Department was first formed there were only two appointments in the Deputy Commissioner class, one being held by a Covenanted and the other by an Uncovenanted officer.

There are now three appointments in this class all held by Uncovenanted officers, Mr. Bliss being of opinion that it is better to have officers who will stick to the Department rather than to have young Covenanted officers of the rank of Head Assistant who will leave it as soon as it pays them to do so.

Of the three officers now in this class one was transferred from the Settlement, another from the Survey and the third from the Bengal Police Department.

Of the ten Assistant Commissioners one was transferred from the Northern India and another from the Bombay Salt Department.

One (the only Native Assistant) rose in the Police and Revenue Departments till he became Personal Assistant to the Commissioner from which he was transferred to the Assistant Commissioner's class.

One was appointed Salt Deputy Collector early in 1879 and then made Assistant Commissioner on the reorganization.

The rest have all served for longer or shorter periods as Inspectors in the Department and have been promoted as vacancies occurred, or as new appointments were created, among the Assistant Commissioners.

With the one exception noted above the whole of the Deputy and Assistant Commissioners are English gentlemen educated in England, and Mr. Bliss was, and is, decidedly of opinion that these appointments should be reserved for such or, to use his own words, they "should be European gentlemen educated in Europe as a general rule."

I entirely concur in Mr. Bliss' opinion for the all-sufficient reason that men who fulfil the above conditions are the best men for the posts.

The prevailing principle with regard to promotion is to fill vacancies in the Deputy Commissioner class from among the Assistants and to select the most promising gentlemen from among the Inspectors for trial as Assistants on the distinct understanding that their retention in that class depends upon the ability and aptitude they exhibit during their probation.

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As regards the promotion of Assistants to be Deputy Commissioners, I have no objection to offer, but I am strongly of opinion that the invidious system of allowing young English gentlemen to enter the Department by a side door, as it were, with a view to their eventual promotion over the heads of many worthy and deserving officers should cease as soon as practicable, and with this end in view I am of opinion that officers intended for the Administrative appointments in this and most other Departments should be selected and appointed in England. Better men would be secured and much heart-burning obviated by the adoption of this course. With regard to this and the reconstruction of the upper ranks of both Covenanted and Uncovenanted services generally I hold very decided views which I shall be ready at any time to give expression to if called upon.

We now come to Inspectors. This class comprises men transferred from other Departments such as the Bengal and Madras Police, Northern India Salt Department, Revenue, Educational, Public Works and other Departments and men who entered Government service as Assistant Inspectors, being subsequently promoted to the rank of Inspectors on the occurrence of vacancies.

In this class we have Europeans, Eurasians and Natives indiscriminately mixed. Promotions to this class are now almost invariably made by promotion from among the Assistant Inspectors.

Item 2.—The pay of the several classes in the Department is given at paragraph 3 above. As regards pension and furlough the Covenanted Civilians have their own set of rules, while the whole of the Uncovenanted officers (with one exception) both gazetted and non-gazetted (*i.e.*, Clerks on Rs. 15 to Deputy Commissioners on Rs. 1,400) come under a set of rules framed chiefly with a view to the requirements of Natives in the time of the East India Company and before any of the great Uncovenanted Departments had sprung into existence. The exception alluded to is one of the Deputy Commissioners who comes under what are known as "the more favorable leave rules" which were the outcome of Despatch, No. 451, dated 6th December 1871, from the Secretary of State; an invidious ruling which has caused, and is still causing, an amount of heart-burning and discontent such as could never have been anticipated by its authors.

Item 3.—The technical requirements of the Department and the professional attainments essential for efficient service in its various branches will be found in detail in G.O., No. 461, dated 19th July 1883, published at pages 472—474 of the *Fort St. George Gazette* of July 31, 1883.

Briefly they may be summed up as below:—

A. A good elementary grounding in Criminal Law and Procedure.
B. A thorough knowledge of all Laws, Rules and Standing Orders, &c., relating to Salt.
C. A knowledge of the Financial and other Codes and method of keeping Departmental Accounts.
D. A good elementary knowledge of Engineering.
E. A thorough knowledge of two Vernacular languages.

The above are the tests prescribed for Inspectors and, consequently, for the two superior classes which are at present recruited from the Inspector class. If Assistant Commissioners were appointed in England as suggested at paragraph 9 above, they should pass Tests A and D before being sent out and the remainder of the tests while on probation in this country.

Item IV.—All classes of the community seek employment in the Department, but few really well-educated Natives seek to enter it if they can obtain other employment owing to their dislike to the heavy field work and exposure. I am asked for my opinion as to the comparative capacity of each class for rendering efficient service in the Department, and it seems to me that the most practical way to get at this information is to prepare a nominal list of those Inspectors in the Department about whom I have been able to form a decided opinion and to class them under five heads, viz.:—

1. First-rate.
2. Good.
3. Fair.
4. Indifferent.
5. Bad.

I have accordingly done this and have sent the detailed nominal list, demy-officially, for obvious reasons. The following table shows the result of my classification in abstract:—

Comparative Capacity.	Class of community.			
	Non-domiciled Europeans.	Domiciled Europeans and Eurasians.	Natives.	Total.
1. First-rate	..	6	..	6
2. Good	2	3	3	8
3. Fair	5	9	5	19
4. Indifferent	4	3	..	7
5. Bad	3	1	1	5
Total ..	14	22	9	45

In analysing the above abstract it must be borne in mind that, when preparing my nominal list, I had in my mind's eye the comparative capacity of each individual for rendering efficient service as an Inspector. Thus of the two "good" and five "fair" non-domiciled Europeans, I can only point to three or four who may become useful Assistants in time, and, with one possible exception, none of the domiciled Europeans, Eurasians or Natives would have a chance of succeeding as Assistant Commissioners. The fact that I have been unable to class any of the non-domiciled Europeans as "first rate" and only two as "good" forms an additional argument in favor of my contention that officers intended for the Assistant Commissioner class should be selected and appointed in England.

The Assistant Inspectors we have at present are picked men transferred to us from other Departments notably the Police. The proportion of "indifferent" and "bad" non-domiciled Europeans is noticeable. It is clear that such men are not fit for promotion to the higher classes, and yet they will be ill-content to remain Inspectors all their lives. It is an axiom that really good work is never to be looked for from discontented men. Well-educated Natives make good Inspectors if once they become inured to the hard life they are called upon to lead, and they are generally far better qualified in Tests A, B, C and D referred to above than any of the other classes; consequently they make fewer mistakes in legal and office routine. They are not physically capable of standing the same amount of exposure as Eurasians and Europeans and they never really enjoy camp life as do many of the latter.

To sum up:—I think the Inspector class can best be recruited from Natives, Eurasians and domiciled Europeans. As long as the Assistant Commissioner is recruited from the Inspector class, so long and no longer would I allow non-domiciled Europeans to serve in the latter class.

Item V.— I enclose the statement called for showing the existing organization and constitution of the Department in this division.

I regret the delay in reply to this reference which is due to pressure of work and to the fact that Mr. Galton told me there was no great hurry about its submission.

I would confine all appointments in the Sub-Inspectors class to Natives except in the case of properly-educated Eurasians and domiciled Europeans who may be taken on in the higher grades to learn their work with a view to their eventual promotion to the Inspector, through the Assistant Inspector class.

As regards Assistant Inspectors I am of opinion that well-educated Natives, Eurasians and domiciled Europeans are all equally suitable provided they prove themselves intelligent and hard-working as Sub-Inspectors.

Existing organization and constitution of the Salt Department, Northern Division, as it stood on 1st July 1887.

1	2	3	4						
			Number of appointments in each class or grade now held by—						
Department.	Total number of gazetted appointments.	Distribution of the gazetted appointments amongst classes and grades, with rate of pay attached to each.	1 Europeans not domiciled in India.	2 Europeans domiciled in India.	3 Eurasians.	4 Natives of India.			
						(a) Hindus	(b) Mahomedans.	(c) Others.	(d) Total.
Salt and Abkári.	24	1 Deputy Commissioner on Rs. 1,200.	1	..	..	..	..	..	..
		2 Assistant Commissioners on Rs. 700	1	..	..	1	..	..	1
		1 Assistant Commissioner on Rs. 600.	1	..	..	..	..	..	..
		1 Assistant Commissioner on Rs 500.	1	..	..	..	..	..	..
		1 Inspector, Rs. 400.	1	..	..	..	..	..	..
		6 Inspectors ,, 350.	1	5	..	..	..	..	..
		6 Do. ,, 250.*	1	..	3	2	..	..	2
		1 Probationary Inspector, Rs. 200.	..	..	1	..	..	..	..
		6 Non-gazetted officers doing the duties of Inspectors.	1	2	1	1	1	..	2
		Total ..	8	7	5	4	1	..	5

* Mr. Gadsden now on leave.

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J. P. Sneyd, Esq.

No. II.—Note by J. P. SNEYD, Esq., Deputy Commissioner of Salt and Abkári Revenue, Central Division.

I have the honor to report that the Europeans and Eurasians, who have been given employment in the Central Division, since I took over charge, have worked very well and given satisfaction by their steady application to the duties assigned to them, and by their general good behaviour; and the few Native Superior officers who have been given appointments, have likewise worked well. The Europeans were appointed as 1st and 2nd-grade Sub-Inspectors on Rs. 70 and 60, respectively, per mensem, and the Eurasians and Natives as 5th-grade Sub-Inspectors on Rs. 30.

2 There have only been three Native Inspectors in charge of Circles in the Central Division, and they have all unfortunately shown themselves totally incompetent to hold such responsible positions, one having been degraded to an Assistant Inspector, the second severely reprimanded and warned, and the third transferred from the charge of a Factory to a Preventive Circle and kept on probation instead of being confirmed in his appointment.

3. Notwithstanding the above facts, however, I am of opinion, that a Native would be fully competent to fill the position of Inspector in charge of a Circle, provided he was originally appointed as a Sub-Inspector and made to work his way up through the grade of Assistant Inspector before being placed in such a responsible position. The grave error in my humble opinion has hitherto been to place a Native in charge of a Circle in some instances on his joining the Department and without any previous experience of the work whatsoever, and in others after only a comparatively short experience in the grade of Assistant Inspector, thereby resulting in the incompetency to hold such a responsible position which has been proved in the three instances quoted in paragraph 2.

4. When European officers have received a sound education prior to obtaining employment, they have proved themselves fully qualified to take charge of a Circle on joining the Salt Department, and it is only on such conditions that Europeans should, I am of opinion, be placed in such a responsible position on first appointment.

5. Eurasians have not, during the period in which I have held charge of the Central Division, been placed in charge of a Circle on first appointment, and I do not consider, judging from the class of men who seek employment, that any departure from such a procedure is at all either advisable or desirable. Eurasians make very good Sub-Inspectors and Assistant Inspectors and, as a rule, Inspectors in charge of Circles, as they are thoroughly conversant with the language and ways and habits of the Natives, can undergo a great deal of exposure to the sun, and are generally hard-working and zealous.

6. In my opinion Europeans and Eurasians make the best officers for Factory work and Natives for Preventive Circles, as in the former case commonsense and physical endurance are the most important qualifications, and in the latter shrewdness and detective ability.

7. The Native is, I consider, particularly well suited for detective work, but is physically unfit to hold charge of a Factory Circle; and not only have I no hesitation in saying that a Native is by far the best officer for Abkári cases, which is the most important work in a Preventive Circle, but I feel convinced that a competent and experienced Native officer, if placed in charge of a Preventive Circle, would show far better work than the smartest European or Eurasian officer in the Department.

C. Rundall, Esq.,

No. III.—Note by C. RUNDALL, Esq., Deputy Commissioner of Salt and Abkári Revenue, Southern Division.

There are at present no regulations as to admission to the various grades of the Controlling and Executive staff of the Department comprising the following :—

	Pay.		
	Rs.		Rs.
Deputy Commissioners	1,200	to	1,400
Assistant Commissioners	500	,,	800
Inspectors	200	,,	400
Assistant Inspectors	125	,,	175
Sub-Inspectors	30	,,	70

The appointment of officers to the rank of Deputy Commissioner, Assistant Commissioners and Inspectors is vested in the Local Government, while Assistant Inspectors and Sub-Inspectors on Rs. 40 and upwards are appointed by the Commissioner. As regards Assistant Commissioners, Mr. Bliss was of opinion (and the Board and Government entirely concurred with him) that this class should be filled by European gentlemen educated in Europe. As regards the class of Inspectors and Assistant Inspectors, Europeans are employed to furnish materials for the Assistant Commissioners' class, which, as has been already mentioned, has been reserved for Europeans. The grades mentioned above consist not only of pure Europeans but also of domiciled Europeans, Eurasians and Natives. There are no defined regulations by which the authorities are guided in

making appointments to these grades. The Commissioner is left free to select the agency best fitted for the work. As the Department was organized only recently, the majority are Europeans and Eurasians who were introduced as Inspectors and Assistant Inspectors. There are a few instances in which Natives of long service and tried ability or educational merits have been promoted or appointed to these grades. Promotion in these grades does not depend upon seniority, but upon efficiency in the performance of their duties. The appointment of Sub-Inspectors of all but the lowest grade is vested in the Commissioner. These grades consist of a few Europeans and Eurasians to furnish materials for the higher grades, but mainly of various classes of Natives who have either been newly introduced into the Department, or promoted from the subordinate clerical line.

3. With regard to the second query, the conditions of service in the Department in regard to pay, pension, and furlough are the same as for Uncovenanted officers generally. At present, except the Commissioner, all the officers of the Department are Uncovenanted Civilians.

4. With regard to the third query, there are some appointments which require a technical knowledge of the following branches :—

I. Manufacture of Salt.
II. Do. Saltpetre.
III. Working of Distilleries.
IV. Engineering.

These can be and are in some measure acquired by a theoretical and practical study of the books treating on those subjects, and experience gained in the course of performance of their duties by officers. Examinations on the various subjects, a knowledge of which is regarded as essential, have been prescribed by Government, and failure to pass in the several subjects involves reduction or dismissal. The rules have not, however, as yet been put into force in this latter respect.

5. With regard to the fourth query, all classes of the community, Europeans, Eurasians and Natives, seek employment in the Department, but all are not equal in capacity for efficient service. The work of the Department, as a rule, is exceedingly severe and trying, and experience proves that the better educated of the Native officers are inferior in stamina and endurance, and also in capacity to bearing constant exposure to most of the Europeans and Eurasians employed. Many of the Native officers formerly in the higher grades of the Department have broken down in health and have left. For the grade of Inspector, involving the command, direction and control of a considerable body of men, most Natives lack the requisite qualities to ensure and enforce discipline, and secure obedience to their orders. I consider that only a few exceptional Natives are likely to qualify and make really efficient Inspectors. Some Eurasians likewise lack the same qualities and are equally disposed with the Natives to join and involve themselves in any intrigue one against the other. The most serious defect in the Native character, and in some Eurasians also, is their want of rectitude in conducting their duties. It is a serious default, for which several officers have suffered severely, but they do not appear sensible of the absence of honorable feeling the default indicates.

6. I consider it essential to recruit Europeans and Eurasians to provide for vacancies in the grade of Inspectors as Natives of proved capacity are limited. For appointments to the grade of Sub-Inspector, as they do not hold any independent charge, the Native classes, as at present, are likely to form the bulk of the applicants in the future.